



Delivering Safer Neighbourhoods

Experiences from the New Deal for Communities Programme



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Sarah Pearson (CRESR) with Rose Ardron, Paul Lawless & Peter Wells (CRESR),
Scott Dickinson (SQW), Geoff Fordham (GFA Consulting), Crispian Fuller (WBS)
David McLennan & Adam Whitworth (SDRC), Richard Meegan (EIUA)

Centre for Regional Economic and Social Research
Sheffield Hallam University

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Department for Communities and Local Government
Eland House
Bressenden Place
London
SW1E 5DU
Telephone: 020 7944 4400
Website: www.communities.gov.uk

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Contents

	Summary	5
	Introduction	5
	Safer Neighbourhoods? Identifying and exploring neighbourhood level change	5
	Delivering Safer Neighbourhoods: The NDC's Strategic Approaches	7
	Delivering Safer Neighbourhoods: Working with Communities and Agencies	8
	Linking Interventions and Outcomes	9
	Implications from the Research	11
Chapter 1	Introduction	15
Chapter 2	Context	18
Chapter 3	Safer Neighbourhoods? Identifying and exploring neighbourhood level change	21
	Introduction	21
	The incidence of Crime	23
	The impact of crime	31
	Displacement of crime and diffusion of benefit	35
	History and local culture	36
	Summary	44
Chapter 4	Delivering Safer Neighbourhoods: The Case Study NDCs' Approaches	46
	NDC Approaches	46
	Use of Evidence in developing a strategic approach	53
	Working across themes	56
	Sustainability of outcomes	59
	Summary	61
Chapter 5	Delivering Safer Neighbourhoods: Working with Communities and Agencies	63
	Working with communities	63
	Working with ABIs and other agencies	65
	Summary	72

Chapter 6	Linking interventions to outcomes	73
	Impact and outcomes: tensions and dilemmas	80
Chapter 7	Implications from the Research	82
Appendix 1	Research Approach	86
	Project Reviews	86
	Data analysis	86
	Interviews	86
	Topic Guide	87
	Focus Groups	89
	Data synthesis and analysis	89
Appendix 2	Crime and Community Safety Indicators	90
	Household Survey Data 2006	90
	Household Survey Data: Change 2002 – 2006	94
Appendix 3	Lawlessness and Dereliction Score	98
Appendix 4	Selection of Case Study NDCs	99
	Good performance	99
	Regional spread	99
	Type of neighbourhood	100
	Strategic approach	100
Appendix 5	NDC Interventions	104

Summary

Introduction

The New Deal for Communities (NDC) Programme was announced in 1998 and is designed to reduce gaps between some of the most deprived areas in England and the rest of the country. 39 NDC Partnerships have been established in areas accommodating on average 9,800 people. Each Partnership is implementing an approved 10 year delivery plan which has attracted an average of £50m of Government investment.

This report presents the findings of one element of the second phase of the evaluation of NDC: research in six case study NDC Partnerships focusing on interventions and outcomes under the theme of crime and community safety¹.

Context

The 2006-07 British Crime Survey (BCS) indicates that **crime levels** in England and Wales have fallen by 42 per cent since their peak in 1995, representing a total of eight million fewer crimes². But according to the 2006-07 BCS, residents of NDC areas are between two and three times **more likely** to be victims of crime than is suggested by national averages.

The context in which NDCs have been working has been largely **supportive of neighbourhood level interventions to address local crime issues**. The roll out of **neighbourhood policing** in particular has provided opportunities for targeted work at the neighbourhood level.

Safer Neighbourhoods? Identifying and exploring neighbourhood level change

In relation to NDC level **change**:

- most change is **positive**, with an overall reduction in both **crime and fear of crime**, but there are key variations across both places and people: women and older people tend to be more fearful of crime, although changes have been more positive for women than men; black and

1 An outline of the approach used to select the case studies is at Appendix Four. An overview of the six case study NDCs is contained in the report 'Challenges, Interventions and Change: An overview of Neighbourhood Renewal in six New Deal for Communities areas', which can be found on the NDC evaluation website at <http://extra.shu.ac.uk/ndc>.

2 Nicholas, S., Kershaw, C. and Walker, A., (eds), Crime in England and Wales 2006/7 4th Edition, Home Office Statistical Bulletin July 2007

minority ethnic communities tend to be more positive about their local areas and saw more positive change for quality of life and satisfaction with area indicators

- there have been overall **reductions** in **burglary and theft**, but only marginal reductions in criminal damage in three case studies and reductions in violent crime in only the two London NDCs
- Bradford and Newham have seen substantially better than programme-wide average changes in **satisfaction with area** indicators, all except Lambeth and Knowsley have seen better than programme-wide average improvements in residents feeling part of the community; and most are around or above NDC average for changes in feeling unsafe after dark and high fear of crime scores. Levels of **trust** the police have risen at or more than the NDC average in Lambeth, Newham and Walsall
- there are strong relationships across **different elements** of the crime and community safety agenda: those who have been a victim of crime are less satisfied with NDC neighbourhoods as places to live, are more likely to want to move, more likely to feel unsafe walking alone after dark and less likely to feel part of the community
- as might be predicted, **reductions in the fear of crime** have tended to fall behind actual reductions in crime levels, although it might be anticipated that if crime reductions are maintained, or increased, subsequent reductions in the fear of crime might also be observed
- **caution** needs to be taken when assessing change through time. Change data is rarely 'objective': mechanisms through which it is collected, and the assumptions underpinning its analysis, are almost always contestable
- there is little evidence that crime has been **displaced** from the NDC case study areas to surrounding communities. However, where positive change has occurred in outcomes in NDC areas there is also evidence that these benefits have extended to areas surrounding NDC neighbourhoods.

Evidence from the case study NDCs highlights a number of **complexities** in delivering safer neighbourhoods:

- the existence of crime 'hotspots' associated with particular geographies or communities
- patterns of crime which changed over time, both in relation to the particular crimes committed and in relation to their distribution within NDC areas
- the importance of particular local history and circumstances in determining crime and community safety issues and responses to them

- the increasingly high profile of youth nuisance and anti-social behaviour issues
- the relative vulnerability of younger and older people
- issues relating to drugs and drug dealing
- and problems associated with changing populations, particularly where there were increases in the number of refugee and migrant communities.

Delivering Safer Neighbourhoods: The NDC's Strategic Approaches

A number of **themes** are common to the approaches adopted by case study NDCs:

- a focus on tackling high levels of **recorded crime** through early interventions to combat vehicle and property related crime in particular
- tackling the **fear of crime** through resources for increased police presence, funding for neighbourhood wardens and the expansion of surveillance through CCTV
- **preventative** and diversionary work with young people in particular as a means of reducing levels of disorder and anti-social behaviour
- **support** to victims and communities
- flexible use of **resources** to enable targeting of 'hotspots' and problem areas
- emphasis on **agency collaboration** and 'joined up' delivery, with a focus on 'problem solving'

The case study NDCs have made good use of local and national **evidence** and strategies have been refined in relation to new information and local evaluations.

There has been recognition of the **cross-theme** dimensions to crime and community safety issues and in some of the case study NDCs cross theme linkages have been pursued. However, there is still an emphasis on working within themes, meaning that some opportunities for joining up across outcome areas have been missed.

The **sustainability** of approaches will depend on partnership working and mainstreaming. Some NDC interventions have been mainstreamed or are likely to be so: community police, neighbourhood wardens and CCTV, for instance are widely seen to be effective mechanisms for reducing crime and

the fear of crime and in most cases will be supported by police and local authorities beyond NDC. Others, particularly those run by third sector organisations, are more vulnerable and less likely to attract mainstream funding. This is a particular problem for preventative work and that which targets less high profile crimes or victims, for instance work around domestic violence or racial harassment. Even where initiatives have been mainstreamed there is no guarantee of long term funding.

Delivering Safer Neighbourhoods: Working with Communities and Agencies

In relation to working with **communities**:

- communities have been **engaged** in the delivery of safer neighbourhoods through a variety of mechanisms: as community board members, through engagement in theme groups and projects; and as project beneficiaries
- there is evidence of communities impacting positively on crime and community safety **outcomes**: through influencing project development, highlighting issues and participating in projects.

But there have been some **challenges**:

- NDCs have found it difficult to engage **young people**
- communities have not always felt comfortable working with agencies and the police around **sensitive** crime and community safety issues
- and there have been **tensions** between community priorities and those of other agencies, sometimes resulting in NDCs being 'out of step' with wider strategies and approaches.

And in relation to **agencies**:

- a wide range of agencies have been involved and the police in particular have made positive contributions to crime theme work; early **engagement** of agencies in strategic and delivery work has been beneficial
- key foci for **partnership working** have included neighbourhood policing, youth diversion and neighbourhood management
- **multi-agency** partnerships have been useful mechanisms for the development of **holistic** approaches to crime and community safety. These partnerships have typically included NDCs, police, Youth Offending Teams (YOTs), wardens, local authority service reps, housing managers and local projects. Some have also included the probation service (Bradford), and Fire and Rescue Service (Newcastle)

- NDCs have a possibly unique contribution to make to the **co-ordination** of agencies and initiatives and to encouraging **collaboration** at the local level.

Linking Interventions and Outcomes

Any assumption of **'causality'** in the relationship between NDC **spend** and **change** needs to be treated very cautiously. But there may be some emerging signs that spend and interventions are beginning to impact on the scale of police recorded crime:

- Knowsley had the least NDC and overall spend on crime and also had the highest overall police recorded crime rate in 2005 and saw the least change over the previous five years
- Walsall and Newcastle saw most overall spend and both witnessed considerable positive changes: Newcastle saw more improvement against its comparator than did any of the other five areas, and overall crime in Walsall fell more than four of the five other areas. It is interesting to note also that Newcastle and Walsall have attracted the highest levels of match funding to crime projects, primarily through mainstream police resources dedicated to neighbourhood policing projects. In Walsall this equates to one police Sergeant and eight constables
- However, Lambeth which saw the largest overall reduction in crime, saw less spend than all other NDC areas apart from Knowsley.

The 2004 household survey asked respondents about the **probability of being burgled**. Those who were re-interviewed in 2006, and who had **changed their mind** between 2004 and 2006 about the probability of their house being broken into, were asked why their views had evolved. These figures need to be treated with caution because of the relatively small numbers involved. But results are of interest:

- markedly more residents were less worried in 2006 than had been the case two years earlier, although less so in the two London case study areas
- in five of the six areas the fall in crime rates generally was the single biggest reason for people being less worried
- but many of the other key factors which had helped reduce fear of crime reflected on domestic 'target hardening'³ programmes introduced by NDCs and/or partner agencies
- It is intriguing to note that, although all of the areas have probably seen an increasing police presence, this does not impact to any significant degree of people being less worried about burglary.

3 Target hardening refers to the strengthening of the security of premises with a view to making them a less attractive or more difficult target for criminals.

Case study respondents from NDCs and partner agencies expressed views as to the plausible **links** between NDC interventions and outcomes:

- In Bradford deterrence and reassurance initiatives such as target hardening measures, better use of CCTV and community police/wardens/PCSOs, may have made the likelihood of theft, burglary and criminal damage less likely. However, it is also probable that the targeting of interventions around particular types of crime (e.g. Drugs Interactors), addressing issues of safety (Personal Safety training), and Arrest Referral⁴ may have both supported victims more effectively and also reduced the likelihood of (re)-offending.
- In Lambeth the drugs and prostitution project helped contribute towards reductions in both the amount of open drug dealing and use in the area and the number of street-based prostitutes working in the area. Tackling both of these issues appears to have helped reduce the amount and the frequency to which residents are exposed to criminal activity. In addition funding of interventions such as the Safer Homes project have resulted in improved security for homes most at risk of burglary and this will have a direct influence on the likelihood of these homes being burgled.
- In Knowsley there has been a reduction in fear of crime, together with a marked improvement in residents' perceptions of the area. It seems plausible to assume that this is due in part to a range of NDC sponsored reassurance and local improvement initiatives including:
 - vandalism and graffiti and arson: the environmental work of the Neighbourhood Action Team
 - abandoned and burnt out cars: the 'target hardening' work on 'St. Dom's Field', effectively removing the prime site for such activity
 - being insulted or pestered/teenagers hanging around the streets/ hooliganism: a mix of youth alternative activities programmes and Section 30 dispersal notices on part of the estate
 - Drug dealing and usage: crackhouse closures undertaken by the Problem Solving Team/Chameleon project
 - 'muggings and robbery': high visibility policing in the area.
- In Newcastle, it is the view of the police that the impact of extra officers in the NDC area has been significant in helping to secure falling levels of crime. One respondent argued that reduced crime was due to a combination of increased levels of intelligence, together with additional visible and flexible police initiatives and operations. The ability of the police to use additional NDC resources in a flexible manner to meet evolving

⁴ Arrest Referral schemes typically target substance misusers in custody with advice and support on how to get treatment. See <http://drugs.homeoffice.gov.uk/>

needs may be reflected in more obvious signs of falling crime than has occurred in the in the bordering Neighbourhood Management Pathfinder area. It seems reasonable too to assume that the substantial reduction in burglary can be attributed at least in part to various target hardening initiatives.

- In Newham plausible links between NDC actions and positive crime and community safety outcomes include the following:
 - according to police sources, NDC initiatives on burglary led to local reductions (even if there was some displacement)
 - the reduction in levels of violent crime (in contrast to elsewhere) may be seen, to some extent, to derive from improved security in Memorial Park
 - reduced criminal damage may reflect improved lighting and other security measures.
- In Walsall respondents highlight the positive impact on crime levels arising from the more intensive policing of the NDC area. They suggest that the increased police presence allows a quick and appropriate response to criminal activity and also acts as a deterrent, as potential offenders are aware that criminal activity will be responded to quicker than in other areas with less police resources. Interventions which are also seen as likely to have impacted on crime include the Block Grant project which has provided lights and alarms to a large number of buildings and sheds in the area, and the introduction of CCTV in particular areas.

Work in these six case study NDC areas, has also revealed a number of more reflective issues which have impacted on the ability of Partnerships in their efforts **to assess and to interpret change** in the broad area of crime and community safety. These include the issue of understanding change through time, the complexity of relationships between crime and fear of crime, the potential impact of other agendas, and questions about the extent to which positive changes in crime and community safety outcomes can be sustained into the future.

Implications from the Research

There are clear indications from the Case Study NDCs that a holistic approach, which combines informed and integrated project delivery with a multi agency approach has much potential for addressing crime and community safety issues at the local level. The Case Study NDCs have **added value** through:

- successfully engaging agencies and communities in the work in the theme
- providing a clear strategy for tackling crime and community safety issues

- bringing a neighbourhood focus to interventions and linking these interventions to multi-agency partnerships
- support for the problem-solving approach
- providing a forum for community and agencies, especially the police, to come together
- challenging agency agendas
- providing funding to enhance mainstream and agency approaches.

The case studies suggest a number of **implications** for policy and practice:

- NDC resources have '**enhanced**' mainstream services – providing additional services or flexibility in delivery – and there is evidence that these approaches have been successful in reducing crime by allowing for co-ordinated and immediate responses to problems and 'hotspots'. The flexible use of NDC resources to supplement mainstream police budgets has been highlighted by respondents as particularly beneficial and there may be scope for replicating this approach in other neighbourhood renewal programmes.
- the approach to delivering safer neighbourhoods within the case study NDCs has focused on **prevention, detection and enforcement**. There has less been emphasis on integration or restorative justice⁵. In the context of Neighbourhood Renewal there may be limitations in an approach which leads to exclusionary outcomes for people caught up in criminal activity. Whilst these issues may be beyond the scope of NDCs working alone, there may be long term implications for Neighbourhood Renewal if neighbourhood based organisations do not actively seek to create environments which help to **resettle offenders**
- evidence from the case studies suggests that **neighbourhoods** are an appropriate spatial scale at which to co-ordinate interventions and address some community safety issues: crimes against property, and anti-social behaviour and youth nuisance. The very local focus of NDCs has been valuable in addressing the problems caused by relatively small groups of young people and a key strength of NDCs has been their ability to **reflect local concern** in relation to ASB and to take action accordingly. But there may be some issues which require interventions beyond NDC resources and **spatial scales**, for instance drug-related crimes which cut across a range of deprived communities

⁵ The term Restorative Justice refers to a *theory of criminal justice* that focuses on crime as an act against another individual or community rather than the state. The victim plays a major role in the process and may receive some type of *restitution* from the offender

- neighbourhood-based **multi-agency partnerships** that reach beyond the main criminal justice agencies (to include for example, social landlords, neighbourhood managers, and those responsible for housing maintenance) can provide valuable intelligence as well as mechanisms for crime prevention and project implementation and in the case study NDCs these partnerships have been central to the co-ordinated approach to local issues. It is important that these fora are linked into agencies/programmes with a wider geographical remit. There is limited evidence within the case study NDCs of any systematic links with Local Strategic Partnerships or Local Area Agreements. Only one of the case study NDCs, Bradford, has worked closely with the probation service, notably on target hardening projects in which offenders are required to install security in properties as part of their probation
- the police have clearly been a key agency in implementing the NDC's approach to safer neighbourhoods. But respondents in the NDC case studies suggest that **social infrastructure projects** will probably be most important in sustaining long-term change. Projects which focus on education, family support, youth activities, community facilities and employment were seen to play a crucial role in instigating the cultural change required to sustain reductions in crime levels. These projects are commonly delivered by third sector agencies but evidence to date is that these projects are the least likely to be **mainstreamed** or to attract secure funding from outside the NDC. Again, there may be implications for the long term sustainability of outcomes if alternative funding streams are not available to non-mainstream providers. The sustainability of integrated support services needs to include forward plans for projects outside of mainstream agencies. An **asset-based** strategy⁶ may not be sufficient to support social infrastructure projects which are unlikely to be adopted by mainstream service providers
- there are clear messages too about the importance of **holistic approaches** to crime and community safety; evidence from the case study NDCs it that it is vital to combine support for 'safer' communities with mechanisms which aim to build 'stronger' communities through the development of social capital and resources
- **community involvement** has been critical; communities are a key source of information for agencies and ultimately the resource on which safer neighbourhoods will depend. But it is important to recognise the limits to community engagement: an emphasis on community priorities can mean that some issues receive less attention (for instance violence) and there is an understandable tendency for communities to prioritise enforcement

⁶ NDCs are funded for a period of ten years. Some NDCs have developed a portfolio of assets, which will be owned by the NDC and its successor body, and which will provide a continued stream of income to support local regeneration initiatives after the NDC grant has ended.

- interventions which aim to **transform** neighbourhoods through demolition and redevelopment might, in the short to medium term, result in increases in crime rates in particular 'hotspots' created when homes or land is left vacant. There is a need in these instances for a 'long term' view and the recognition that closing the gap with local authority districts or other comparator areas might be difficult in the short to medium term
- it is important to use a range of **evidence and data** in planning and delivering interventions. In particular, developing an intelligence base that combines rigorous analysis with the informal intelligence that comes from residents is valuable. The case study NDCs have responded directly and clearly to key concerns raised by residents, through consultations and in the household survey
- a **strategic approach** based around core themes (policing and deterrence, support to victims and perpetrators, and education and diversion) and routed in a flexible, problem solving approach appears logical. This should be complemented by the coordinated delivery of projects: operational level partnerships appear to be an effective way of achieving this
- community based partnerships have a key role in working with local communities and can be effective in **brokering** and strengthening better relationships between communities and agencies, notably the police. **Communication** to residents through newsletters and consultation through community forums and organisations is vital in ensuring the vitality of crime and community safety programmes. These also serve to raise the profile of interventions and provide safe conduits for residents to provide agencies with intelligence.

Chapter 1

Introduction

- 1.1. The New Deal for Communities (NDC) Programme was announced in 1998 and is designed to reduce gaps between some of the most deprived areas in England and the rest of the country. 39 NDC Partnerships have been established in areas accommodating on average 9,800 people. Each Partnership is implementing an approved 10 year delivery plan which has attracted an average of £50m of Government investment.
- 1.2. This report presents the findings of one element of the second phase of the National Evaluation of NDC: research in six case study NDC Partnerships focusing on interventions and outcomes under the theme of crime and community safety. The national evaluation of NDC is being undertaken by CRESR at Sheffield Hallam University, together with partners, and is funded by Communities and Local Government from 2006 to 2009.
- 1.3. The research was carried out between July 2006 and March 2007. A full description of research methods is included at Appendix 1.
- 1.4. In the first phase of the NDC evaluation, detailed research was carried out in each of the 39 NDC Partnerships in order to support the NDCs in building and developing partnerships to deliver renewal programmes based on robust baselines and understanding of local problems⁷. In this second phase, the focus of the evaluation is on understanding how and why change has occurred in NDC neighbourhoods: utilising administrative and household survey data to identify outcome change and undertaking detailed locality-based research to explore relationships between change and interventions and identify, if possible, what has worked in effecting positive change in NDC neighbourhoods.
- 1.5. The evaluation is not resourced to carry out this detailed enquiry in all 39 NDC Partnerships and so six case study NDC Partnerships have been identified in which ongoing research into different aspects of renewal will be undertaken over the period 2006-9. In broad terms the six are amongst the NDC areas that have seen more change across a range of outcomes. They also encompass a range of other factors which may be important in affecting outcomes, notably in relation to local contexts, models of partnership and demographics⁸.

⁷ This phase culminated in the interim evaluation, NRU Research Report 17 NDC Evaluation 2001-05 <http://www.neighbourhood.gov.uk/publications.asp?did=1623>

⁸ A full discussion of the methods employed in identifying and selecting the case study NDCs is at Appendix 4 to this report.

The six are:

- Bradford
- Knowsley
- Lambeth
- Newcastle
- Newham
- Walsall

1.6. Table 1.1 contains a brief outline of each of the NDC case study areas. A fuller description of the case study NDCs, and their comparator areas is contained in the report 'An Introduction to the Six Case Study NDCs'.

Table 1.1 Case Study NDCs	
Case Study NDC	Area description
Bradford	The NDC is an area of approximately one square mile on the outskirts of Bradford city centre and is made up of three of the most disadvantaged neighbourhoods within Bradford: Little Horton, Marshfields and West Bowling. Over 50 per cent of the population from these distinct communities are of South Asian heritage. Housing stock dates from the Victorian and Edwardian eras but also includes newer properties and more than a third of residents live in social rented accommodation.
Knowsley	The NDC is located in the centre of the Borough of Knowsley and is made up of three large social housing estates. Much of its rationale can be traced back to slum clearance programmes in Liverpool carried out from the 1930s onwards. Its population of around 9,500 is predominately white with just over 1 per cent being from a black and minority ethnic background. Although renewing housing is a key objective for the NDC, it is not within a Housing Market Renewal Area.
Lambeth	The NDC sits at the intersection of Clapham, Streatham and Balham, a short bus ride from the centre of Brixton, which has overshadowed the estate as a regeneration priority in the past. The area is bisected by the South Circular and includes the largest council estate in the borough. The area contains two local shopping areas and is close to centres of commercial activity and employment opportunities. Almost 70 per cent of the population are from black and minority ethnic communities.
Newcastle	The NDC is situated in a predominantly residential area west of the city centre. The area consists of homes of various types and tenures in the Arthur's Hill, Cruddas Park, Elswick and Rye Hill areas. The NDC area has a relatively high proportion of black and minority ethnic communities, which are spatially concentrated towards the north of the area. It is in a Housing Market Renewal Pathfinder area.
Newham	The NDC is situated along the western boundary of Newham, bordered by Stratford to the north and Canning Town and the Royal Docks to the south. The area divides into three distinct neighbourhoods, each with its own identity, and combines terraced and interwar housing with blocks of social housing flats. All three areas are predominantly residential with few commercial or community facilities. The area is ethnically diverse. It can be anticipated that opportunities will arise in the area as a result of major developments planned for east London, notably the 2012 Olympics.
Walsall	The NDC covers the Blakenall, Bloxwich East and Leamore area in north Walsall, characterised by low-density local authority and former local authority ('Right to Buy') housing stock in varying states of disrepair. The NDC area is overwhelmingly white and has strong familial links, with many residents having extended family in the immediate vicinity. The economy of the area has suffered from a decline in traditional manufacturing industry, although there are employment opportunities within and adjacent to the NDC area.

1.7. The remainder of this report is structured as follows:

- Chapter 2 outlines the context for NDCs in delivering 'Safer Neighbourhoods'
- Chapter 3 looks at the extent and nature of neighbourhood level change in relation to crime and fear of crime
- Chapter 4 considers the strategies and interventions adopted by the case study NDCs
- Chapter 5 reviews the approach to working with communities and agencies
- Chapter 6 sets out the implications arising from the research
- Appendix One details the research approach
- Appendix Two contains crime and community safety indicators drawn from the Ipsos Mori household survey
- Appendix Three gives an explanation of the Lawlessness and Dereliction score used in analysis of household survey data
- Appendix Four outlines the process for selecting the case study NDCs
- Appendix Five contains examples of NDC interventions in the crime and community safety theme.

Chapter 2

Context

- 2.1. The 2006-07 British Crime Survey (BCS) indicates that crime levels in England and Wales have fallen by 42 per cent since their peak in 1995, representing a total of eight million fewer crimes. Domestic burglary and all vehicle thefts have fallen by over half (59 per cent and 61 per cent respectively) during this period and violent crime by 41 per cent. Police recorded crime data also indicate that domestic burglary and offences against vehicles have fallen over the same period⁹. But it is still the case that, according to the 2006-07 BCS, despite overall reductions in crime levels, people living in deprived areas were more likely to be a victim of crime than those living in less deprived areas, and residents of NDC areas are between two and three times more likely to be victims of crime than is suggested by national averages.¹⁰
- 2.2. The building of safe and strong communities is one of the key aims of the National Strategy for Neighbourhood Renewal¹¹ and NDC Partnerships have developed strategies to address both crime and the fear of crime in their neighbourhoods. The findings of the Interim Evaluation of the NDC programme, outlined in NRU Research Report 17, point to an approach to crime and community safety within NDCs which focuses on target hardening, security improvements, reassurance policing, developments in anti-social behaviour work and projects of various kinds. The emphasis is on public protection, reducing victimisation and enhancing safety and security.
- 2.3. The NDC approach reflects more conventional approaches to crime prevention which have emerged throughout England and Wales and are echoed in recent reviews of evidence. For instance, Volume 2 of the State of the English Cities Report (ODPM, 2006)¹² contains a review of the extent to which policies and initiatives have made cities more socially cohesive and liveable (Chapter 9). In relation to crime and community safety the report highlights the key aspects of Government policy since 1997:
- tackle anti-social behaviour more actively through the introduction of new court orders such as Anti-Social Behaviour Orders (ASBOs) and Child Curfews

9 Nicholas, S., Kershaw, C. and Walker, A., (eds), Crime in England and Wales 2006/7 4th Edition, Home Office Statistical Bulletin July 2007

10 Beatty, et al,(2005) 'Fear of Crime in NDC Areas: How do Perceptions Relate to Reality', <http://extra.shu.ac.uk/ndc/>

11 NRU (2005) Making it Happen in Neighbourhoods – The National Strategy for Neighbourhood Renewal – Four Years on.

12 ODPM (2006) State of the English Cities: A Research Study, ODPM, London

- introduce measures to speed up the criminal process, toughen sentencing and better align different elements of the criminal justice system
- increase the number of police officers
- deal more effectively with youth crime by developing a more coherent multi-agency approach through preparation of local Youth Justice Plans featuring fast tracking of offenders, improved access to support services for offenders and victims and encouragement of innovation, for example in rehabilitative schemes and restorative justice
- make local authorities statutorily responsible for developing Crime and Disorder Reduction Partnerships (CDRPs), involving all the key agencies in order to audit local crime and develop appropriate crime reduction plans.

2.4. The report identifies key issues for policy:

- the importance of 'place'
- the emphasis on support for vulnerable groups
- a 'zero tolerance' approach to anti-social behaviour.

2.5 It also highlights the resource and organisational challenges imposed by the need for multi agency approaches to urban crime. Whilst these challenges have been addressed in part at least by the alignment of Home Office and (then) Office of the Deputy Prime Minister funding streams relating to crime reduction and the fear of crime into the single Safer, Stronger Communities Fund introduced in 2005, and may be further eased at local level by the new style Local Area Agreements (LAAs)¹³ they have also been highlighted again in the Policy Review of Security, Crime and Justice¹⁴ and the ensuing Flanagan Review of policing¹⁵.

2.6 A neighbourhood focus has increasingly been incorporated into the work of the Police. Neighbourhood policing trails were commenced in 2003 through the National Reassurance Policing Programme (NRPP). The Government has committed to the rollout of neighbourhood policing across England by 2008. The approach involves dedicated police teams working in neighbourhoods, an increased emphasis on community participation in community safety and the use of spatially focused information (provided through the National Intelligence Model (NIM)) to inform the targeting of resources and activities. The Flanagan Review in particular highlights the importance of partnership arrangements, and community involvement, in the successful rollout of neighbourhood policing.

¹³ The Local Government White Paper 'Building Prosperous Communities' outlined proposals for LAAs to replace performance frameworks under which local authorities currently operate and a renewed emphasis on area based service delivery and on increased budgetary freedoms. See 'Strong and Prosperous Communities – The Local Government White Paper', Communities and Local Government, October 2006

¹⁴ Building on Progress: Security, Crime and Justice, Cabinet Office, March 2007

¹⁵ The Review of Policing by Sir Ronnie Flanagan: Interim Report, September 2007

2.7 There is clear resonance here with much of the work supported by the case study NDCs and as is discussed in Chapter 5 the police have been an essential and effective partner in the delivery of safer NDC neighbourhoods. NDCs have been operating within a rapidly changing policy environment which has to date been largely supportive and the case study NDCs provide some important insights into the challenges and successes of crime and community safety work at the neighbourhood level and into the benefits and limitations of working in partnership with agencies and communities to achieve safer neighbourhoods. The Policy Review of Security, Crime and Justice outlines future directions for crime policy¹⁶:

- emphasis on early intervention to prevent criminality from developing
- targeting the offender and not the offence
- 'designing out' crime
- use of new types of summary powers and extending the application of existing powers
- improving the effectiveness and targeting of non-custodial sentences and rehabilitation programmes in prison
- making greater use of new technology
- the application of public service reform principles to criminal justice institutions
- reform of the criminal justice workforces
- increased visibility and local accountability for policing.

2.8 The last of these points includes commitments to mainstream neighbourhood policing and to manage effectively resources for local community safety work. The challenge for NDCs is to continue to work within this broad policy framework whilst also ensuring that improvements in community safety in NDC localities are maintained.

16 source 'Building on Progress: Security, Crime and Justice', Cabinet Office, March 2007 p26

Chapter 3

Safer Neighbourhoods? Identifying and exploring neighbourhood level change

Introduction

- 3.1. Crime and community safety issues were an almost universal priority for the case study NDCs at the outset of the programme. As highlighted in the Interim Evaluation of NDC (ODPM, 2005)¹⁷ 'crime' has been seen by many NDCs as one of the easier outcome areas in which to intervene: it has high priority with local residents and businesses; relationships with local police forces have been almost universally positive; and many of the interventions have been implemented at relatively limited cost.
- 3.2. Crime is an important determinant in how people feel about themselves and the neighbourhoods in which they live. There are, not surprisingly, strong relationships **across different dimensions to the crime and community safety agenda**. To give a flavour of these in the case study areas:¹⁸
- only 57 per cent of those in these case study areas who have been a victim of crime (excluding car crime) in the last year are satisfied with the area as a place to live compared with 78 per cent of those who have not been a victim
 - half of those who have been a victim of crime in the last year want to move compared with only a third who have not been a victim
 - fifty five per cent of those who have been a victim of crime in the last year feel unsafe walking alone in the area after dark compared with only 37 per cent of those who have not been a victim
 - forty per cent of those who have been a victim of crime in the last year feel part of the community compared with 48 per cent who have not been a victim.

¹⁷ ODPM (2005) NRU Research Report 17, New Deal for Communities 2001-2005: An Interim Evaluation, ODPM. London

¹⁸ Source NDC household survey data 2006

- 3.3. There is clear evidence here that attempts to address the 'crime' agenda will also help sustain additional benefits in broader arenas surrounding attitudes to the community and the area, and planned mobility¹⁹. These findings have been echoed in recent analysis of survey data collected for the evaluation of the Neighbourhood Management Pathfinder programme which found an association between improvements in resident perceptions around 'crime and grime' issues and overall improvements in residents' satisfaction with NMP areas as places to live. The strongest correlations were observed in relation to issues of vandalism and graffiti, litter and rubbish and drug dealing/use and with the treatment of litter and rubbish, car crime and burglary²⁰.
- 3.4. This chapter examines the incidence, nature and impact of crime in the six case study areas as well as looking at evidence of change over time and the degree to which these six NDCs have been successful in addressing the broad crime and community safety agenda.
- 3.5. Despite the centrality of crime as an issue for NDC areas evidence on the incidence of crime at neighbourhood level is collected in different ways with the result that data from different sources is rarely unambiguously or definitively exact. This chapter relies on two main data sources:
- NDC-specific **police recorded crime data** collated by SDRC at the University of Oxford; this data provides information on the **incidence** of recorded crime and can be used to assess change in the six case study areas against what is happening in comparator areas. This is a similar approach to that adopted in The Home Office Statistical Bulletin
 - the 2002, 2004 and 2006 **Ipsos Mori household surveys** asked respondents a range of questions regarding their **experience** of crime, fear of crime and their attitudes towards other liveability issues. This is analogous at the national level to the British Crime Survey.
- 3.6. In combination these two data sources provide a comprehensive picture of crime in NDC areas but it is important to point out that each has different strengths and limitations:
- the household survey asks respondents whether they have been the victim of various crimes in the previous twelve months, and includes valuable attitudinal questions on issues such as fear of crime which cannot be investigated using administrative data; but it doesn't provide evidence about criminal damage against a local business or a local services, and crimes occurring to NDC residents may not occur within NDC areas
 - the administrative data capture crimes in NDC areas regardless of type of victim, but there is evidence that certain crime types, such as domestic violence, are significantly under-reported.

¹⁹ These issues were explored in detail at the Programme wide level in Phase 1 of the evaluation: 'Fear of crime in NDC areas: how do perceptions relate to reality?' http://extra.shu.ac.uk/ndc/downloads/reports/Fear%20of%20crime_perceptions%20relate%20to%20reality.pdf

²⁰ Communities and Local Government, The Contribution of Neighbourhood Management to Cleaner and Safer Neighbourhoods, Research Report 36, CLG 2007

The incidence of Crime

Police recorded crime data

- 3.7. The six case study NDCs display considerable variation in relation to types of crime, density and composition of crime. These NDCs are not, generally, amongst those experiencing the highest levels of crime. Only Knowsley is above the NDC average for total crime (primarily as the result of a particularly high incidence of criminal damage, see 3.35) and Bradford is below the NDC average for all crimes except burglary. When compared with England, only Knowsley and Lambeth are above national averages for all crimes. One or more of the case study NDCs is below national average for burglary (Walsall), criminal damage (Bradford and Newham), and theft (Bradford, Newcastle and Walsall). Only in relation to violent crime do all the case study NDCs have higher than England rates. Table 3.1 outlines rates per thousand 'relevant population' for four crimes in each of the six NDCs in 2004-05.

	Burglary	Criminal damage	Theft	Violent crime	Total
Bradford	48.8	12.9	11.8	19.0	50.3
Knowsley	37.2	41.8	21.4	25.8	103.7
Lambeth	37.6	20.1	17.5	26.6	78.6
Newcastle	40.5	28.1	14.3	14.4	64.8
Newham	35.1	13.8	16.9	25.5	66.7
Walsall	27.3	25.3	12.2	19.7	66.9
NDC Average	47.4	21.7	17.2	22.3	81.4
England	28.8	15.8	14.8	13.9	51.3

Source: SDRC

- there are marked variations in the **types of crimes** being recorded across these six areas: Bradford has the highest rate for burglary but the lowest of the six for theft; violent crime is highest in the two London NDCs but also high in Knowsley
- there is a considerable range too in relation to the **density of crimes** being recorded in the six: for the four types of offences analysed here, police recorded crime in Knowsley is double that for Bradford for instance; of the two London NDC areas, crime is consistently, if sometimes marginally, higher in Lambeth than in Newham

- there are also variations in the **composition of crime** within the six: burglary tends to be recorded more than any other offence, possibly because of issues such as needing to report offences for house insurance purposes; but in Knowsley there are more reports of criminal damage.

3.8. Figures 3.1 to 3.6 display recorded crime data for the case study NDCs for 2004-05; Total Crime Rate per 1,000 Population; Crime rates per 1,000 population for burglary, criminal damage, theft and violent crime; and proportion of total crime rates made up of four different crimes.

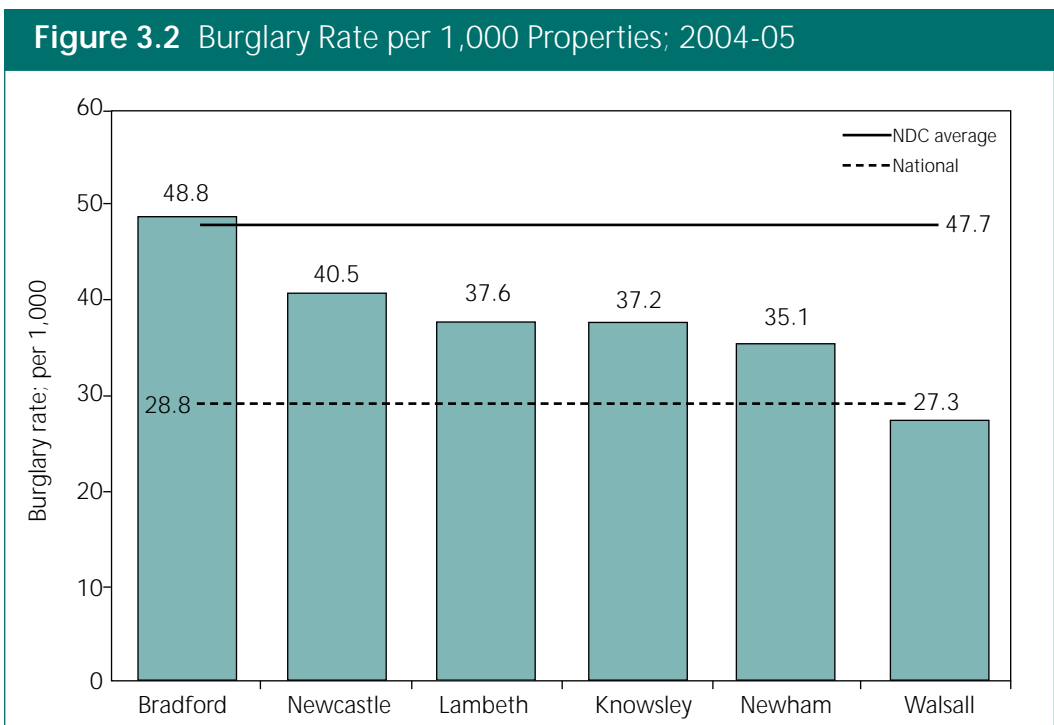
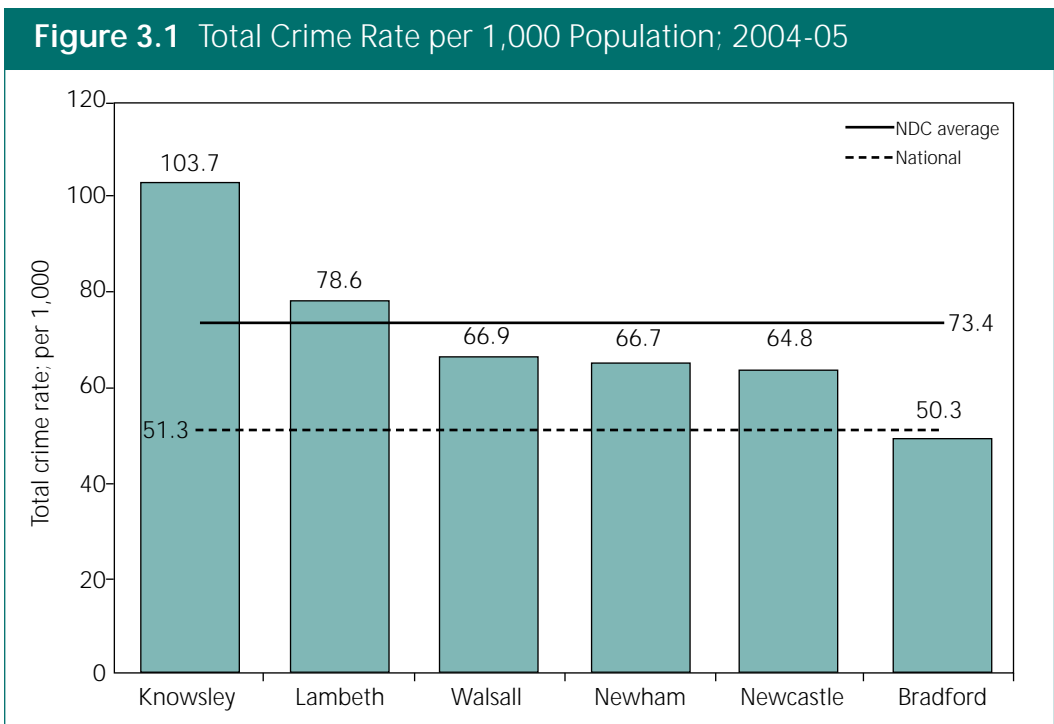


Figure 3.3 Criminal damage Rate per 1,000 Population; 2004-05

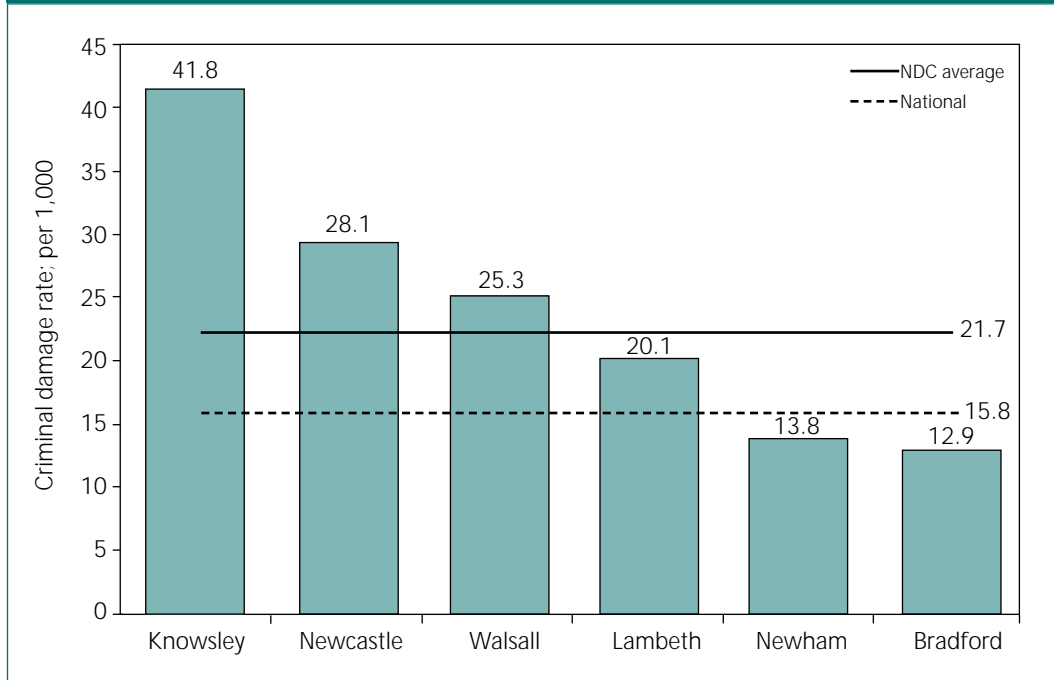
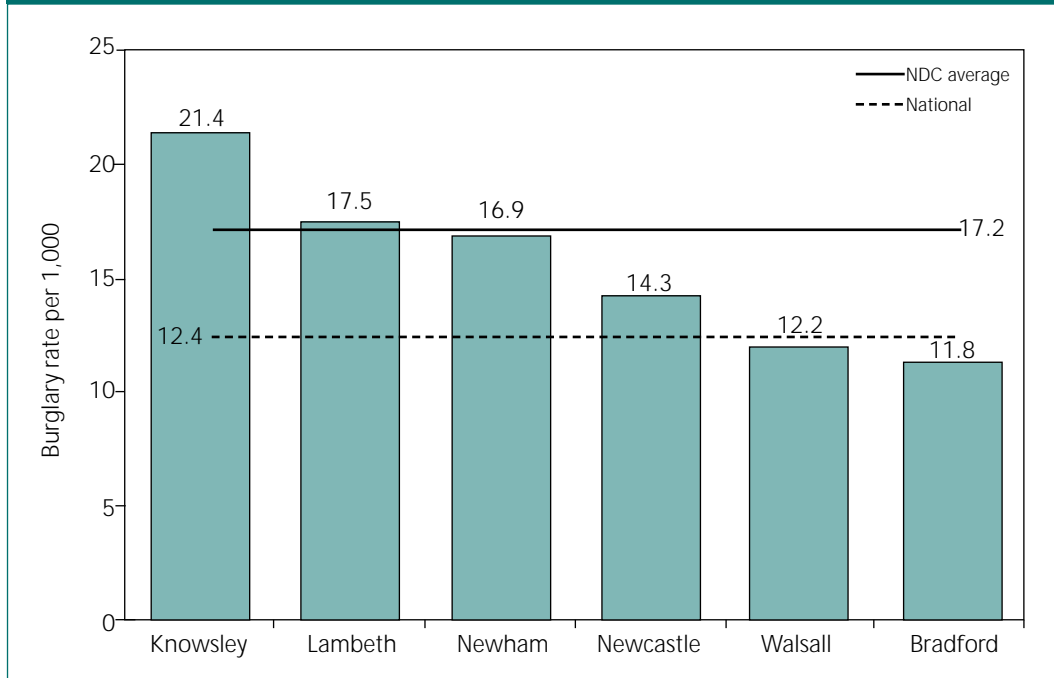
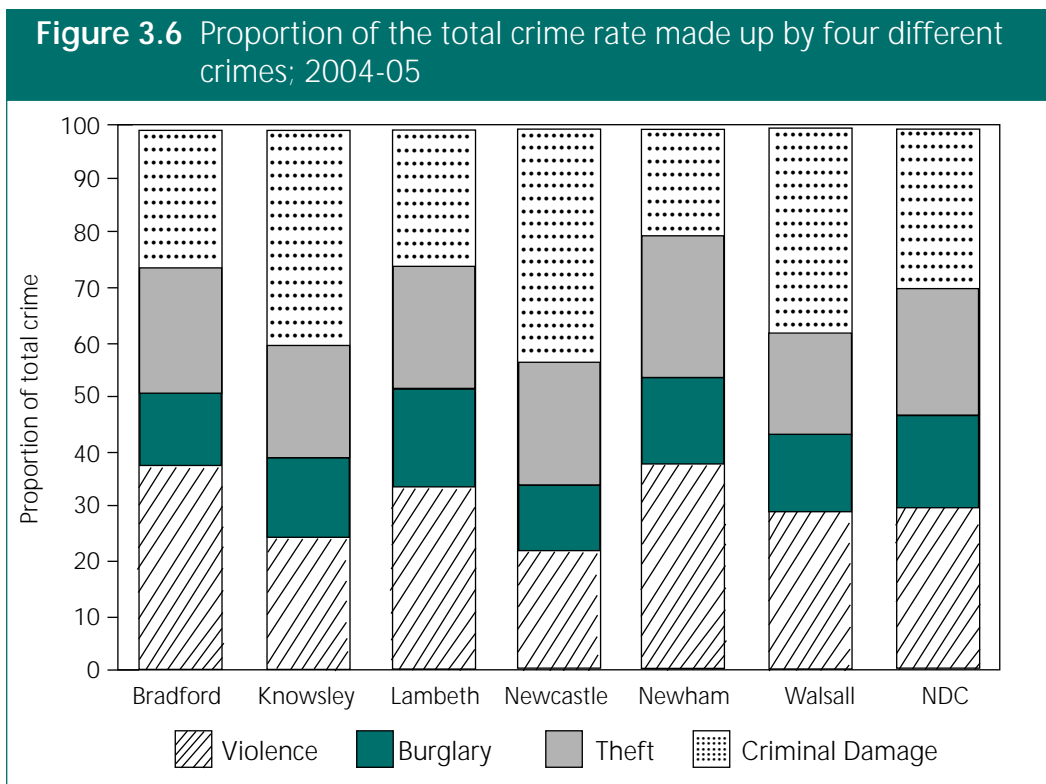
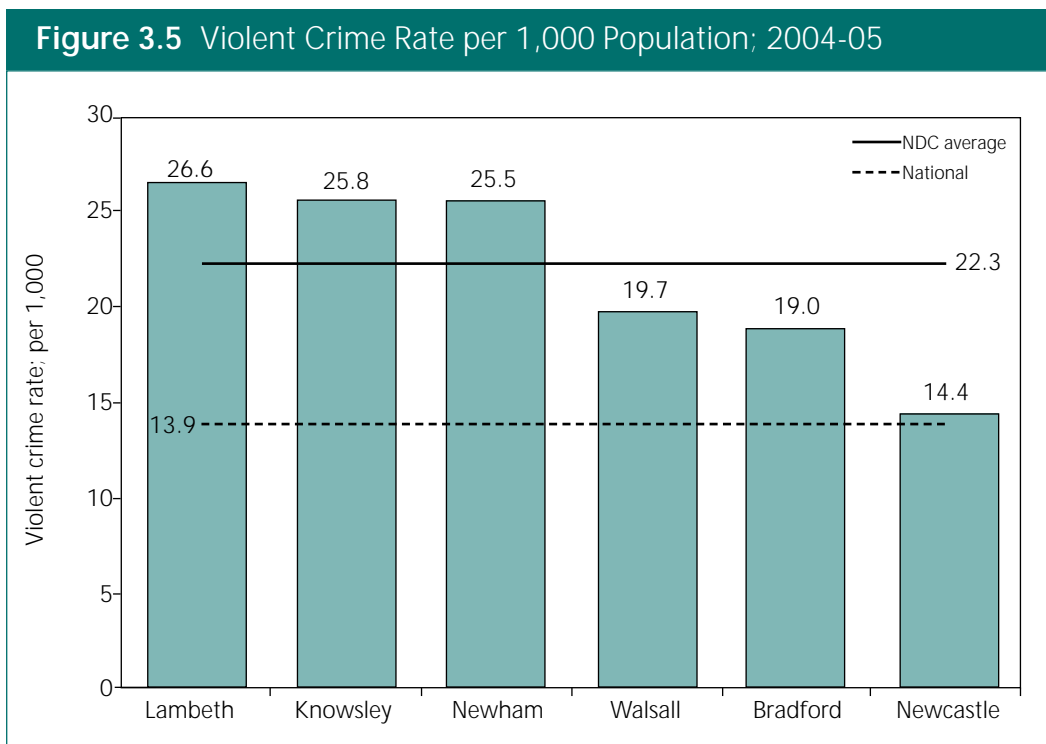


Figure 3.4 Theft Rate per 1,000 Population; 2004-05





3.9. The six case-study NDCs also show considerable differences in the scale and nature of change in recorded crime over the period 2000-01 to 2004-05:

- rates of **burglary** fell in all the areas with the exception of Knowsley. Large reductions in burglary rates can be seen in the case of Bradford (-44.7 per 1000 relevant population) and Walsall (-45 per 1000 relevant

population)²¹. All six areas saw a fall in theft, although this was marginal in Knowsley only three saw, relatively marginal, falls in **criminal damage**, and only the two London areas recorded falls in violent crime

- at the level of the **individual case study**, the two London NDCs saw a reduction in all four types of crime, whereas recorded crime rose in Knowsley for three categories, with theft falling marginally
- overall, police recorded crime rates fell more in Lambeth and to a lesser extent Walsall and Newham than in the three other areas; but only Knowsley saw an increase in recorded crime over this period.

3.10. Table 3.2 provides details of change between 2000-01 and 2004-05. Newcastle and Bradford experienced very little overall reduction in police recorded crime whilst in Knowsley rates of total recorded crime rose. The biggest reductions were seen in Lambeth.

Table 3.2 Change in crime rates 2000–01 to 2004–05 (per 1,000 of relevant population/properties)					
	Burglary	Criminal damage	Theft	Violent crime	Total
Bradford	-44.7	-3	-7.1	10.9	-5.3
Knowsley	1.8	18.4	-0.1	13.9	33.5
Lambeth	-28.4	-1.5	-9.6	-6	-28.4
Newcastle	-23	2.6	-2.8	2.8	-1.7
Newham	-2.2	-6	-4.8	-3.5	-15.2
Walsall	-45	2.2	-6.9	1.8	-18.3
NDC average	-20.4	1	-5.2	6.2	-3.2
England	-6.7	2.8	-2.9	5.4	3.1

Source: SDRC

Key: ■ = increase relative to NDC average; ■ = reduction relative to NDC average

The contestability of neighbourhood level crime data

3.11. Many Partnerships have collected and analysed local crime data of their own. Comparisons with data collected as part of the national evaluation reveal a range of issues that demonstrate that neighbourhood level data is rarely unambiguously or definitively exact. Four themes merit comment here.

²¹ This relative improvement within NDC areas in burglary and theft may reflect the emphasis which NDCs have tended to place on target hardening programmes such as improving home and business security and enhancing a visible policing presence on the streets

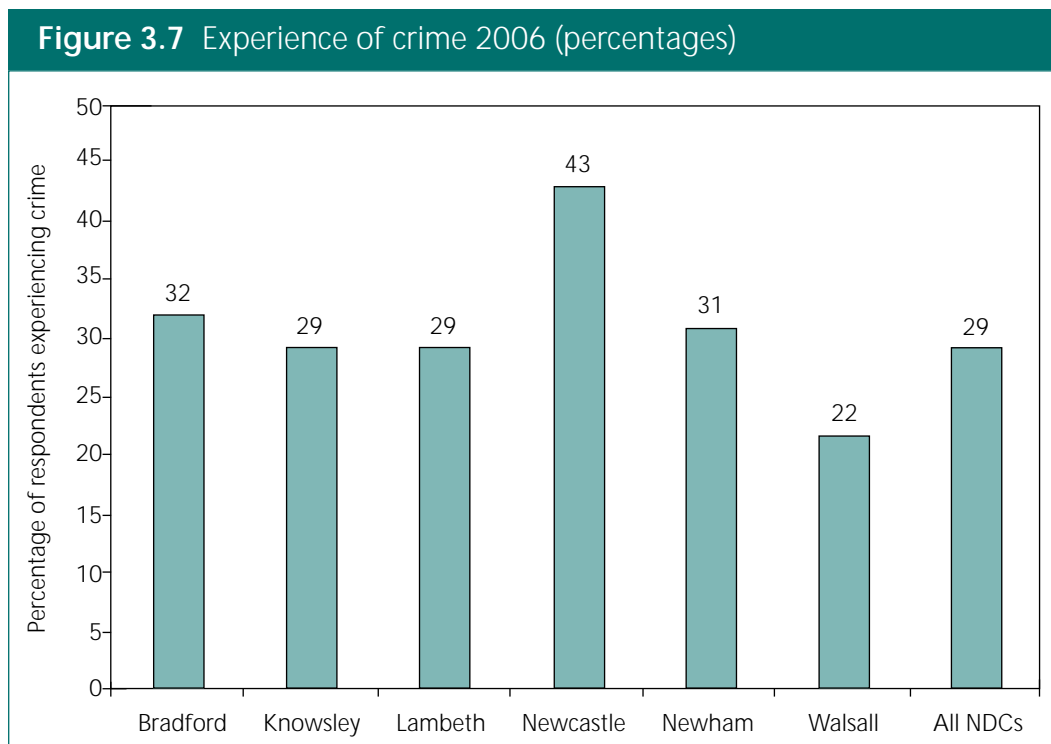
- 3.12. First, issues can arise regarding the **accuracy of neighbourhood level police recorded crime data**. It is not appropriate here to address the details of this debate. But throughout the evaluation there have been instances where police recorded crime data collected centrally by the SDRC from all English police authorities and based on the post-coding of offences has differed from that collated by individual NDCs. There may be a number of reasons for this. NDC area boundaries will not always map onto police 'beats' so there can be a local nuancing of 'beat' figures to fit NDC boundaries. Data will of course depend on recorders being totally accurate in relation to both NDC boundaries and the location of offences. That can be a problem in that, for instance, offences occurring in a locality or along a road may be given one common post-code when in practice some such offences may fall within, and others outwith, NDCs areas. The NDC National Evaluation Team (NET) employs two methods for addressing weaknesses in the geocoding of police data: 'smoothing' crimes geographically to improve the accuracy of the distribution; and constraining all small area counts to Home Office aggregate totals to account for variations in completeness of geocoding between police forces. The locally sourced data will not have been geographically smoothed and are unlikely to have been constrained.
- 3.13. Second, **it is not so much absolute numbers of crimes that are important but rather rates which should measure 'risk of victimisation'**. The denominators for crime rates should therefore represent the most accurate measure possible of the 'at-risk' population. The numerator for the NET definition of burglary consists of both residential and non-residential burglaries and therefore the denominator is a combined count of the two. Defining denominators for violence, theft and criminal damage is less straightforward. A population-based denominator is more suitable than a property-based denominator but using resident population alone has a major drawback: these crimes tend to concentrate in town and city centres where there are lots of 'at-risk' targets but relatively low resident population. Using resident population therefore does not give a representative measure of actual risk of victimisation. The NET denominator definition therefore uses total resident population plus total workplace population which goes some way towards producing an accurate denominator. It is not possible to include other at-risk groups such as shoppers, students, and passers-by.
- 3.14. Third, some **issues may be 'hidden' because of lack of local or indeed national data**, although there may be some local anecdotal and qualitative evidence. This is, for example, an issue in relation to domestic violence. Respondents in Bradford pointed out that it was only through locally commissioned projects that the scope, although perhaps not the scale, of this problem was raised. It may simply be difficult for neighbourhood level partnerships always to understand, and even less so, monitor change in some criminal activities.
- 3.15. Fourth, a **number of perverse effects on both the incidence and reporting of crimes can come into play exactly because of the policies which NDC and their partner agencies have implemented**. In Knowsley

for instance, respondents point out the paradox that proactive policing of the kind supported by the NDC is likely to result, at least in the short-term, in an increase in recorded crime. This is clearly shown in the figures for drugs crime, where the step change increase for the NDC area and indeed the Borough from 2004 reflects targeted drugs and stop and search operations. But that NDC points out that one of its objectives is to raise residents' confidence that reporting criminal activity is worthwhile and will not have negative repercussions for the reporter. Hence anti-social behaviour (ASB) and domestic violence projects actively promote increased reporting of anti-social and criminal behaviour. In Newham a similar comment is made, that although there are no corroborating monitoring statistics, the consensus amongst interviewees is that improvements such as lighting and other safety measures in Memorial Park have led to a significant increase in usage and, unsurprisingly, a rise in reported incidents.

- 3.16. Details surrounding the use, and perhaps sometimes the misuse, of crime data can become overly complex. But there is an underlying issue at stake here. Assessing the effectiveness of neighbourhood renewal programmes will inevitably involve an assessment of change through time. The dilemmas raised immediately above show just how complex it can be to collect and accurately to interpret usable and comparable data in relation to 'crime'. Change data is rarely 'objective': mechanisms through which it is collected, and the assumptions underpinning its analysis, are almost always contestable.

Household survey data

- 3.17. Household Survey data provides a 2006 overview of residents' experiences of crime (Figure 3.7). There is very considerable **variation across these six areas**: 43 per cent of residents in Newcastle had been the victim of a crime in the previous year, almost double those in Walsall.



Base: All respondents; Walsall (402), Bradford (404), Knowsley (410), Lambeth (403), Newcastle (407) Newham (400), NDC (15,792)

- 3.18. Additional analysis (see Appendix Two, Tables 1 to 7) shows that **women** are slightly more likely than men to have experienced crime across the six case study areas. This is particularly the case in Lambeth, although in Newham, a higher proportion of men had experienced crime. **Older people** are much less likely to experience crime than younger adults although again experiences varied across the six areas: in Newham nearly one in four respondents aged 65 and over had experienced crime, compared to less than one in ten in Walsall. With regard to ethnicity, in the four areas with large minority ethnic populations, it is generally the case that experience of crime is lower amongst respondents from **minority ethnic groups**.
- 3.19. Experience of crime amongst local populations does not coincide with total reported crime across the 6 case study areas. In relation to the **absolute position** there is considerable difference in the scale of variation between this police recorded crime for 2004-05 and direct experience of crime as sourced through the 2006 Household Survey. Comparisons between the two sources of data need to be treated with very considerable caution, because as is mentioned above they are explore different components to overall crime, and they relate to different time points. Whilst accepting these caveats, it is interesting to compare the two sets of data for Newcastle and Knowsley. The latter has quite the highest police recorded crime data rate for 2004-05 but is 'middling' in relation to direct experience of crime, admittedly for the following year, 2005-06. For Newcastle the opposite pattern applies. As is discussed in Chapter 4 this may reflect the emphasis which Knowsley has placed on encouraging local residents to record crime whenever it occurs. It is also the case that many respondents in Newcastle are of the view that fear

and intimidation may be behind what some believed to be an under-reporting of local crime. But whatever the reason it is clear that, at least at the local level, the two sources of crime data do not always point in the same direction.

The impact of crime

Fear of crime and perceptions of crime

- 3.20. Nationally the reduction of fear of crime is a priority for policing and local authorities and data from the British Crime Survey indicates that low income respondents in social sector housing and/or in inner city areas were more likely to worry about crime.²²
- 3.21. Research carried out for the scoping phase of the NDC evaluation identified a strong positive relationship between increasing fear of crime and self-reported poor health²³. More detailed analysis into fear of crime and perceptions of crime undertaken during Phase 1 of the NDC Evaluation found that the perception of crime rather than fear of crime or experience of crime was important in explaining differences in quality of life, particularly in relation to satisfaction with the area and whether an area was felt to be a good place to bring up children.²⁴ This report also pointed to the importance of addressing area perceptions as a means to improve quality of life through crime-related factors, notably the level of physical disorder as 'in the absence of direct experience of crime, people may get their cues about crime from physical disorder cues.'
- 3.22. Crime and community safety issues were discussed in focus groups by residents of the six areas. Participants at all the groups cited perceptions around crime and anti-social behaviour and housing and the physical environment as key in determining their attitudes towards the communities in which they lived. Graffiti, burglary and vandalism were identified as key concerns by all groups. And there were also issues which affected some groups in particular: in Walsall and Knowsley residents aged over-50 highlighted anti-social behaviour as a cause of fear. Black residents aged 25-49 in Lambeth were concerned about gun crime as a small number of recent high profile cases had affected people's senses of personal safety.
- 3.23. Household survey data indicates considerable variation across the six areas in relation to fear of crime and community satisfaction indicators (Table 3.3). The highest fear of crime score is in Newham, for example. But here, although community indicators and satisfaction with the area are scored at

22 Research Report 14 'Fear of Crime and Insecurity in NDC Partnerships' Kris Christmann, Michelle Rogers and Derek Walters (2003), <http://extra.shu.ac.uk/ndc/>

23 NDC Evaluation Scoping Report : Review of major policy developments and evidence base: crime domain (2001), <http://extra.shu.ac.uk/ndc/>

24 Research Report 35 'Crime, Fear of Crime and Quality of Life' Kris Christmann and Michelle Rogerson 2004 (NB the report also points out that problems with debt or poor health are more important for quality of life than fear of crime)

below average for NDCs, the lawlessness and dereliction score is at average for all NDCs, as is the quality of life score and trust in the police is high. Yet in Knowsley, where there is a high lawlessness and dereliction score and where trust in the police is particularly low, fear of crime is the lowest of the 6 case study NDCs.

3.24. Findings also suggest differences experienced by different population groups (for data see Appendix Two, tables 1 to 7):

- as would be expected in relation to **gender**, despite being subject to similar levels of crime, women are much more fearful of it: in several of the case studies fear of crime figures for women are three times higher than for men; and despite what might have been assumed, there is no consistent picture to suggest women are always more engaged in local organisations than are men, but they do tend to feel more part of the community
- with regard to **age**, as would be expected although older people are less likely to suffer from incidences of crime, they are more fearful of it than are those aged 16-24; in some case study areas, notably Newcastle and Lambeth older people are much more likely to feel part of the local community than are younger residents; and the London NDCs again show marked variations: younger people in Newham are much more likely to feel positive about the area and the community than are older people: but in Lambeth the reverse is true
- finally with regard to **ethnicity**, whilst numbers from black and minority ethnic communities are too small to make judgements in relation to Walsall and Knowsley, the constant theme which runs through the data for the other four case study NDCs is the degree to which non-white respondents tend to be more positive about the area, appear to be more embedded in the local community, and are generally less likely to be fearful of crime and to have experienced less crime; Bradford's figures are especially interesting: the population from black and minority ethnic communities which amounts to about 69 per cent of the total is consistently, and sometimes markedly, more positive about the area, the community and crime than is the white population.

Table 3.3 Safer Neighbourhoods Indicators: all respondents 2006 (percentages)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	NDC
Crime & fear of crime indicators							
Feel unsafe after dark	46	32	43	43	50	43	45
High fear of crime score	23	16	21	19	30	18	21
Victim of at least one type of crime	32	29	29	43	31	22	29
Trust police	69	57	64	72	71	62	63
Area indicators							
Satisfied with area	66	70	77	74	63	78	71
Quality of life good	78	81	81	78	79	86	80
High Lawlessness & Dereliction score ²⁵	9	21	11	13	15	10	15
Community indicators							
Feel part of the community	51	47	44	46	37	48	42
Neighbours look out for each other	68	67	45	54	49	75	61
Involved in local organisations	12	10	15	13	11	14	13

Base: All respondents; Walsall (402), Bradford (404), Knowsley (410), Lambeth (403), Newcastle (407) Newham (400), NDC (15,792)

Key: ■ = below or equal to NDC average; ■ = above NDC average

3.25. But in many respects it is not the absolute picture which is of interest here but rather **changes though time**. Table 3.4 indicates change between 2002 and 2006 for all residents, and by gender, age and ethnicity (further analysis is included at Appendix Two, tables 8 to 14). Key headlines include:

- in relation to **all residents** in these six areas, a number of consistent themes emerge in that for instance all six saw an increase in those satisfied with the area and with their quality of life; but there were variations too; being a victim of crime fell in four but rose in two case study areas; and whereas say Walsall saw quite sharp reductions in crime and fear of crime, this was less evidence of this in Newcastle and Newham
- there are no clear patterns in relation to how the Case Study NDCs have fared compared the programme as a whole. Bradford and Newham have seen substantially **better than NDC average** changes in satisfaction with

area indicators; all except Lambeth and Knowsley have seen better than NDC average improvements in residents feeling part of the community; and most are around or above average for changes in feeling unsafe after dark and high fear of crime scores. There have been smaller than average reductions in the numbers of residents reporting that they have been victim of at least one type of crime although in Newcastle the number has increased substantially; and although levels of trust the police have risen at or more than the NDC average in Lambeth, Newham and Walsall, there has been less positive change in Newcastle, and a reported worsening of trust in Bradford and Knowsley

- with regard to **gender**, where it is possible to see consistent patterns of change women tended to show more positive outcomes in relation to both community and fear of crime indicators; Walsall is especially interesting here in that women showed more positive signs of change for eight of these ten indicators; there was a 27 percentage points fall in women feeling unsafe after dark in that NDC area in just four years compared with a seven percentage points fall for men
- in relation to change data and **age**, there are some sharp variations across these six areas: in Bradford for instance change for older people was more pronounced for virtually all of these ten indicators, whereas in Newham for most indicators the reverse was the case
- and with regard to **ethnicity**, in general non-white populations probably saw more positive change for quality of life and satisfaction with the area indicators and there was also a consistent rise across the case studies in the involvement of non-white residents in local organisations; but again there were marked variations across these six; in the case of the two London case study areas for instance non-white populations showed more positive outcomes for fear and experience of crime than did white populations in Lambeth, but in Newham the reverse tended to be true.

Table 3.4 Safer Neighbourhoods Indicators: all respondents change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	NDC
Satisfied with area	18	11	9	11	16	8	11
Quality of life good	7	5	5	1	6	4	4
High Lawlessness & Dereliction score	-20	-18	-12	-3	-17	-19	-16
Feel part of the community	8	13	-1	9	13	3	7
Neighbours look out for each other	-1	-7	-1	0	6	4	2
Involved in local organisations	0	3	0	2	3	1	1
Feel unsafe after dark	-13	-9	1	-8	-17	-12	-10
High fear of crime score	-14	-9	-5	-3	-13	-12	-12
Victim of at least one type of crime	-3	-6	1	9	-5	-2	-6
Trust police	-6	-3	8	1	5	7	5

Base: All respondents; Walsall 2002 (500), 2006 (402); Bradford 2002 (517), 2006(404); Knowsley 2002 (508), 2006 (410); Newcastle 2002 (501), 2006 (407); Lambeth 2002 (500), 2006 (403); Newham 2002 (501), 2006 (400); NDC 2002 (19,574), 2006 (15,792)

Key: ■ = change smaller than/equal to NDC average; ■ = change greater than NDC average

Displacement of crime and diffusion of benefit

3.26. As the data above demonstrates, there have been positive changes in relation to crime and community safety in the six case study NDCs. However, there are two key questions for neighbourhood renewal:

- i) are these changes absolute reductions crime or do they in effect represent a movement of problems away from NDC neighbourhoods and into surrounding areas: has crime been **displaced** from NDC areas into other deprived communities?
- ii) do positive changes in NDC areas also result in positive change in surrounding areas: has there been **diffusion** of benefit from NDCs to other deprived communities?

- 3.27. Early analysis of programme-wide data in Phase 1 suggested that displacement was not happening at the programme level²⁶. As part of ongoing programme-wide analysis, geographical displacement and diffusion of crime has been assessed using five concentric buffer rings around each NDC area. Each buffer ring is of a 200m radius giving a total catchment area of a 1km ring around each NDC. Four types of crime are assessed over four time periods between 2000-01 and 2004-05: violence, burglary, theft and criminal damage. Changes in the NDC areas and buffer zones are assessed relative to similarly deprived and sized neighbourhoods in the wider area and displacement/diffusion is only assumed to occur when there is a measurable reduction in crime in the NDC area relative to the wider local area²⁷
- 3.28. There is very little evidence of **displacement** in the case study NDCs. The one exception is Newcastle, where there is evidence that a reduction in theft in the NDC area between 2001-02 and 2002-03 was associated with an increase in theft in all five buffer zones over the same period.
- 3.29. There is more evidence of **diffusion**; in most instances where measurable change has occurred this has been associated with the positive diffusion of benefit in NDC buffer zones and in the majority of cases this goes well beyond the immediate buffer ring. When things have got better in NDCs they have also improved in surrounding areas. This is perhaps not surprising, as interventions to reduce crime and improve community safety will not always benefit exclusively those living in NDC areas. One example is the provision of NDC resources to supplement local police budgets, as has happened in all of the case study areas. An example is Newcastle, where NDC resources support two additional police officers and provide an overtime budget. The overtime budget is used exclusively in the NDC area, allowing local police to respond quickly and proactively to trouble 'hotspots'. However, the officers patrol an area that extends beyond the NDC, following local police beats based on 'natural neighbourhoods' which do not sit exclusively within NDC boundaries.

History and local culture

- 3.30. A range of other issues which illustrate the complexity and changing focus of community safety issues have also emerged:
- the spatial distribution of crimes and targeting of problem hotspots
 - the changing geography of crime
 - the increasing emphasis on anti-social behaviour and youth crime
 - the extent to which crime and community safety issues have affected certain groups and populations.

²⁶ See ODPM (2005) NRU Research Report 17, New Deal for Communities 2001-2005: An Interim Evaluation, ODPM. London

²⁷ A full explanation of the methodology used in the calculation of displacement and diffusion is included in the technical appendix to the report Displacement of Crime in NDC Areas

Crime Hotspots

- 3.31. Case Study partnerships are aware that problems are not equally distributed across the NDC neighbourhoods. Most have identified a number of **hotspots** where levels of crime and anti-social behaviour are particularly high. In Newcastle, for instance, a respondent reported a particular problem with theft from motor vehicles, which constituted the 'top' volume crime in the NDC area but where over half the instances occurred in a small, defined area. In some cases the prevalence of activity in certain areas was attributed to particular features of the physical environment which fostered criminal activity and/or inhibited the building of a sense of community amongst the local population: high rise flats with poor security access; and poor street lighting and the dissection of the NDC area by busy roads were examples. In others, it was suggested that the existence of particular populations or groups contributed to levels of disorder: in one NDC the existence of a small number of 'criminal' families was identified as a problem. An interviewee commented: *'some estates ... they're not 'no go' zones, but they are certainly run by a group of families'*.
- 3.32. In focus groups, residents identified a strong link between crime and anti-social behaviour and the **physical environment**, with one impacting on the other to create a negative spiral of decline. A poor physical environment was felt to contribute to residents' sense of disconnection from, and lack of respect for, their community. This, in turn, 'enabled' people to engage in crime and anti-social behaviour within their area, further inhibiting interaction between residents. The negative effects of crime and anti-social behaviour on the environment were also thought to exacerbate the sense of disconnection and lead to more criminal activity. Conversely an appealing physical environment was thought by residents to enable people to feel proud of the area and more connected to it, thus enabling interaction.

Geographies of Crime

- 3.33. In Knowsley, the **geography** of crime and disorder was seen to be complex. An early issue for the NDC was that of stolen cars being brought into the area for joyriding and then set ablaze and abandoned. This focused on the open space surrounding a local school. A great deal of effort was expended on addressing this issue in the NDC's early 'quick wins': *" it gave the field back to the community"*. The NDC's CCTV cameras are located in identified 'hotspots' for fly tipping and anti-social behaviour and some areas also contained a high proportion of empty properties which attracted criminal damage. The NDC's Problem Solving Team's early Review of crime in the area broke down the rates of violence and criminal damage across the NDC's six constituent estates and revealed that a number of local estates experienced disproportionately high rates of these crimes. Similarly, Walsall NDC has undertaken a strategic assessment exercise which has proved important in identifying where crimes are committed, by who and the nature of the victims. This approach highlights the spatial distribution and concentration of crimes but also recognises that the causes and incidences of crime are complex in nature and subject to change over time.

- 3.34. There is a fluctuating pattern in relation to the incidence and extent of crimes over time. Sometimes interventions that have the potential to contribute to positive change in one outcome area can result in negative impacts in relation to crime and community safety; in Walsall a demolition programme, as it moved around the area as part of the overall Outline Plan, has inevitably brought with it petty criminal damage. Similarly, Knowsley NDC is conscious that its major, long-term housing redevelopment programme will increase crime in the short and medium-term as the blighted areas created are susceptible to arson, petty crime and criminal damage. The area has seen a clear pattern of increases in these crimes following the demolition programme. Arson and criminal damage crimes have now reduced in some of the first areas experiencing demolition but increased in successor areas that had not experienced significant levels of these crimes when previously occupied. The problem is expected to continue right up to the end of the NDC programme as crime related to the areas undergoing demolition is experienced alongside crime related to new build (such as site robbery, graffiti and anti-social behaviour). This type of crime is a real issue for all major redevelopment programmes and means that for NDCs undertaking redevelopment, 'closing the gap' with comparator areas not subject to similar interventions may be difficult in the short to medium term.
- 3.35. However, evidence from the case study NDCs was that although levels of particular crimes and behaviours had increased or decreased over time according to particular crime 'fashions', there had been little fundamental change in the nature of the problem. Interviewees pointed to the importance of **history** in understanding the complex interrelationships between poverty, social problems and crime and community breakdown in the case study NDC areas. In the Newham NDC, for instance, the NDC area was perceived as having always been poor, and with a pattern of crime that reflected this, with a persistent problem pertaining to burglaries, street robberies and gangs. Although there was seen to be a national perception that gang related crime was on the increase, this was not borne out by local data and the area was characterised by respondents as 'highly tolerant' of crime. Similarly in Newcastle, the NDC area has been known locally as the crime capital of Newcastle. This reputation was based on historic levels of crime and whilst there is some local evidence to show that crime in the NDC area is decreasing at a faster rate than the city average, the reputation is hard to dispel. It is perpetuated through the media and still features in residents' perceptions of the area and attitudes towards working with the police. For example, an interviewee reflected on the importance of deprivation in determining crime and anti-social behaviour issues: *'The New Deal area is the most deprived in Newcastle, we will always have a problem there. We are trying to contain (the crime problem) as much as anything'*. In Lambeth respondents noted that although there had been some reductions in the scale of the problem, the issues affecting the NDC have not changed fundamentally over the lifetime of the programme. In Walsall, interviewees highlighted the persistence of crimes such as violence, which are related to cultural norms and which require complex and cross-cutting interventions which are harder to develop and sustain than for instance those which promote target hardening or reductions in vehicle crime.

Anti-Social Behaviour

- 3.36. In all the case studies the issues of **anti-social behaviour (ASB) and youth nuisance** have increased in profile over the lifetime of the programme. This is a reflection of national trends: an Audit Commission review of neighbourhood crime and anti-social behaviour²⁸ points out that nearly all Crime and Disorder Reduction Partnerships place anti-social behaviour as a high priority (p9). The report also supports the findings outlined in 3.24 above, that there is no clear cut relationship between experience and fear of crime, but goes on to suggest that 'For a majority of people, it is their daily experience of anti-social behaviour in their immediate neighbourhood, on their street or estate, or their perception of what is happening locally, that shapes their view. Fear of crime is fuelled by dirty streets cluttered by abandoned cars and anti-social behaviour such as noisy neighbours' (p3). As highlighted above, focus groups participants from the case study NDCs also cited crime and anti-social behaviour, particularly amongst young people, as one of the key factors contributing to negative attitudes towards their communities. In Knowsley, for instance, longer-term older (50+) residents participating in the focus group firmly believed that crime and anti-social behaviour had contributed to less interaction between residents and a less cohesive community than had previously been the case.
- 3.37. In Lambeth, anti-social behaviour was not afforded a high priority at the outset but the NDC received a series of complaints one summer in the early stages of the programme that young people were congregating in groups during the school holidays and displaying anti-social behaviour. This resulted in a decision to provide increased youth provision during holidays and to fund an additional worker for the YIPs to work specifically with the core group of at risk young people. Diversionary activities for young people have remained a key feature of the community safety theme's activity.
- 3.38. In Knowsley a particular problem in relation to youth disorder occurred on 'Mischief Night²⁹' (which historically presented difficult problems for the police and other agencies):
- "Sefton and St Helens don't see any problems [relating to Mischief Night] but in Knowsley [Mischief Night] wipes us out in terms of anti-social behaviour and we have to plan heavily for it" (Police officer)*
- 3.39. This NDC also recognised that the marked lack of local youth facilities could be a major contributory factor in youth disorder with *"there being nowhere for them to go"* to socialise and has supported initiatives accordingly.
- 3.40. But it is hard to judge the extent to which these issues have worsened over time or have simply risen up the NDCs' agenda. Nationally, there is scant

²⁸ Audit Commission (2006), Neighbourhood Crime and anti-social behaviour: making places safer through improved local working, Audit Commission for Local Authorities and the National Health Service in England, London

²⁹ Mischief Night, November 4th, traditionally in Northern areas of England – children and young people 'get up to mischief'

evidence that the anti-social behaviour problem has worsened, particularly amongst young people³⁰ and indeed increases in the numbers of incidents reported to the police are seen by some respondents as a mark of the success of campaigns encouraging local communities to 'stamp down' on undesirable activities and individuals. In Newcastle, despite an emphasis on addressing youth disorder and anti-social behaviour there had been very little change in the figures for youth disorder in the NDC area while those for the city had decreased. Respondents believed that as residents had begun to feel more positive about the area their levels of tolerance had become lower and they were more likely to report behaviour and incidents that would have gone unreported previously. The increase in public and media attention on anti-social behaviour is also likely to have contributed to a heightened awareness in the community leading to a higher number of incidents being recorded as youth disorder. And there may be issues of perception too: many NDC board members are older and across the programme there tends to be less involvement from young people. Activities which are perceived by young people as 'normal' can be experienced as threatening or disruptive by older residents. This problem was particularly acute in one case study NDC where there had been an influx of families into areas which had not recently housed children.

Different Populations and community cohesion

- 3.41. The case study Partnerships have from the outset also been aware that community safety issues have had different impacts and implications for different sections of the community. Two key groups were highlighted by all case study NDCs as being vulnerable to the experience or fear of crime: **young people and older people**. Young people were also seen to be at a greater risk of offending. Other groups were specific to particular NDC neighbourhoods, including vulnerable residents at risk from drug dealing in Lambeth, and students (particularly those from overseas) at risk of theft and burglary in Newcastle.
- 3.42. Older people are particularly vulnerable to fear of crime (see 3.24). In Walsall, which has a higher than national average population of older people, a number of respondents suggested that residents were still very concerned about particular crimes, despite data indicating a fall in overall crime levels. One described the resident's assessment as one of *"living in Beirut rather than an area that has dramatically improved over last five years"*. Patch representatives on the Board and within the community safety theme groups continued to argue for anti-burglary measures, despite there being a drop in the number of burglaries within the area. There may be important issues of perception and experience here: older residents are perhaps more likely to have experienced (or have friends who have experienced) crimes against property. They may be less aware of other crimes that occur in particular areas of the neighbourhood or at certain times, such as violent crimes (which may occur around pubs, or domestic violence in the home).

30 Home Office (2006) Perceptions and experience of anti-social behaviour: Findings from the 2004/2005 British Crime Survey, Home Office Online Report 21/06, London

- 3.43. In Knowsley youth disorder, or perceptions of youth disorder, were also seen as particularly problematic for older people, with youths hanging around the streets being regularly raised as an issue at residents' meetings. However, a project focusing on young people revealed that youths did not always appreciate how intimidating their behaviour could be to older residents: complaints were received from older residents about the behaviour of some of the youths involved in the project at a bus stop. When this was brought to the attention of the youths concerned, the group felt that what it saw as friendly, boisterous interaction was being misunderstood. Elderly residents also tended to be on the receiving end of anti-social behaviour surrounding Mischief Night, and both young and older residents constantly refer to the lack of youth facilities as a problem (and one the NDC is trying to address with the building of a new youth facility).
- 3.44. The plight of older people was also highlighted in focus groups, and the fear of crime was a particular problem (and was perceived as such by others) for elderly residents whose age and comparative fragility left them feeling vulnerable. One possible result was a tendency to feel uncomfortable interacting with people beyond a familiar circle of family, friends and acquaintances and an avoidance of interacting with young people. Feeling unsafe also undermined residents' sense of connection with their communities.
- 3.45. The predominance of 'crack dens' and general drug dealing in the Lambeth NDC area was highlighted as a major concern by residents and agencies at the start of the programme. There were particular issues with drug dealers targeting and 'befriending' **vulnerable residents** so they could operate from their homes, frequently resulting in the residents losing their tenancies because of criminal and anti-social behaviour. In many instances drug dealing and prostitution activity were operating from the same premises, and the majority of local prostitutes also had substance misuse issues. Whilst issues of drug dealing and prostitution were not necessarily obvious from recorded crime figures, they were highly visible issues for local residents and seriously impacted on people's feelings of safety in the area. Anecdotal evidence suggests that these issues have improved in recent years, with one interviewee describing drugs and prostitution in the area as "*being at a tolerable level now because it is not in your face all the time*". An increase in co-ordinated, quicker enforcement activity when issues of drug dealing – particularly from residential premises – become apparent may have contributed to a reduction in these problems. The NDC has also encouraged housing providers and Social Services to inform them if they are placing vulnerable people in the area.
- 3.46. Evidence in relation to the extent to which populations from black and minority ethnic communities are at risk of crime was mixed and as is outlined at 3.25 above, in general populations from black and minority ethnic communities in the case study Partnerships have experienced more positive change in quality of life and satisfaction with area indicators. In Bradford, which has a majority Asian population, fear of attack due to skin colour, ethnic origin or religion was seen as a concern in 2002 (when 22 per cent of

people were very worried about this issue) but appears less of a concern in 2006 (12 per cent). This positive change may indicate wider improvements in community cohesion in the area. Similarly, resident perceptions that racial harassment in the area was a problem had also fallen, with 10 per cent seeing this as a serious problem in 2002 and 6 per cent in 2006. This is a positive trend although interviewees suggested that these results are no reasons for complacency and that lower level harassment may continue.

- 3.47. Some of the case study NDCs were experiencing **changing populations**, with different impacts. Across all the case studies respondents highlighted little change or an increase in racially motivated incidents. In one NDC where there is only a very small, recently arrived population from black and minority ethnic communities a small number of residents from a black and minority ethnic background have experienced harassment. These have been directly addressed by the NDC's dedicated police officer and the Neighbourhood Wardens. The situation in another NDC is more complex: the population from black and minority ethnic communities has increased by 13 per cent between 2002-2006 compared to a 4 per cent increase in the NDC average. The numbers of residents for whom English is not their first language have increased by 8 per cent over the same period, compared to 5 per cent for the NDC average. The number of residents in the NDC area who were born outside the EU increased between 1991 and 2001 from 11.2 per cent to 17.3 per cent – an increase of 6.1 per cent. Despite this there has been no change in the incidence of racially motivated crime, or those who are worried about being attacked.
- 3.48. Focus group evidence provides some insights into the ways that local residents view the impact of changing populations on communities in the NDC case studies.

Changes in population

The level of stability in terms of the population living in the case-study areas also influenced residents' sense of community. Residents in all areas recognised, to a greater or lesser extent, that there had been changes over the years in terms of the kinds of people living in their communities, usually resulting in more heterogeneous populations. The differences between longer-term residents and 'newcomers' – in terms of ethnicity, culture, socio-economic class or emotional 'investment' in the area – meant that there was often a lack of common ground between them. As a result, residents *on both sides* were less inclined to interact with each other. In addition, changes in population often brought about changes in terms of the character and feel of areas; this added to longer-term residents' sense of disconnection with their communities and so inhibited interaction further.

Across the case study areas, changes in population took several different forms, detailed on the next page.

- **TRANSIENT POPULATIONS**

One NDC had experienced a greater flux of people moving in and out of the area or commuting to work outside the area. Whilst residents noted that in the past, a stable population meant that people had well-established networks of friends and family in the area, the new transient nature of the present population meant that they were less motivated to establish firm links with neighbours. As such, most people were thought to largely keep themselves to themselves. Similarly in another, the transient student population were thought to have little motivation to invest in the community and to interact fully with their neighbours or other local residents.

- **ETHNIC MINORITIES/IMMIGRANTS**

In an NDC where there had also been an influx of minority ethnic communities over the last few years residents felt positive about the mix of different ethnic groups but there was a clear sense that the newcomers were thought to contribute to the lack of interaction between residents. Language barriers and different cultural backgrounds or norms were thought to make it difficult for people to mix, although there was no obvious friction between different ethnic groups. Residents felt that different ethnic groups tended to socialise together rather than with the wider community, and interestingly one resident suggested that the proportion of people from ethnic minority groups who felt part of the community would be much higher than the proportion of white people, as these were thought to be increasingly marginalised. The situation appeared to be similar in another NDC where although different ethnic minorities were thought to live respectfully side by side, there was no evidence of a high level of interaction between the different groups.

Residents in one NDC considered that the lack of ethnic diversity within the area due to the steady increase in South Asians and virtual 'disappearance' of white British residents over the past few years had created a weaker community, but in a different sense. Whilst a shared South Asian ethnic background was felt to have created a close-knit community based on cultural, religious and ethnic grounds, residents were deeply concerned about their area becoming the South Asian 'ghetto', cut off and isolated from the rest of the city. There was a clear worry about the implications in terms of residents' ability to mix with the other communities in the city.

- **PROFESSIONALS**

One London NDC had seen an increase in the number of professionals without children living in the area over the last few years due to the significant increase in house prices. On the one hand, residents felt that this trend increased the value of the area generally and believed that it would help to instil a greater sense of ownership amongst residents for its maintenance and thereby increase the level of community involvement. On the other hand, there was a clear worry that the increase in house prices (and rental costs) would increase people's cost of living and make it extremely difficult for people to buy locally. Moreover, there was a strong concern that this trend would change the character of the area from a 'family' area to one dominated by 'yuppies' who lived in flats unsuitable for families, and from an area boasting good value independent shops to one with large supermarkets like Sainsbury's and Tesco. These changes were seen as a potential source of alienation amongst longer-term residents.

- **'TROUBLE-MAKERS'**

Another NDC had experienced an influx of 'trouble-makers' over the last few years, moved to the area by the authorities following multiple evictions from previous properties. Long-term residents were critical of the authorities for having used their area as a dumping ground in this way and viewed these newcomers and their reluctance to follow the unwritten rules of the area as a destabilising element within an otherwise closely-knit community. Not only did their anti-social behaviour pit the existing population against them, the threat that it represented was also thought to reduce the level of interaction between residents more generally, and was known to have driven 'decent' longer-term residents from the area.

Summary

3.49. In relation to NDC level change:

- most change is positive, with an overall reduction in both crime and fear of crime, but there are key variations across both places and people: women and older people tend to be more fearful of crime, although changes have been more positive for women than men; black and minority ethnic communities tend to be more positive about their local areas and saw more positive change for quality of life and satisfaction with area indicators
- there have been overall reductions in burglary and theft, but only marginal reductions in criminal damage in three case studies and reductions in violent crime in only the two London NDCs
- Bradford and Newham have seen substantially better than average changes in satisfaction with area indicators, all except Lambeth and Knowsley have seen better than average improvements in residents feeling part of the community; and most are around or above average for changes in feeling unsafe after dark and high fear of crime scores. Levels of trust the police have risen at or more than the NDC average in Lambeth, Newham and Walsall
- there are strong relationships across different elements of the crime and community safety agenda: those who have been a victim of crime are less satisfied with NDC neighbourhoods as places to live, are more likely to want to move, more likely to feel unsafe walking alone after dark and less likely to feel part of the community
- as might be predicted, reductions in the fear of crime have tended to fall behind actual reductions in crime levels, although it might be anticipated that if crime reductions are maintained, or increased, subsequent reductions in the fear of crime might also be observed

- caution needs to be taken when assessing change through time. Change data is rarely 'objective': mechanisms through which it is collected, and the assumptions underpinning its analysis, are almost always contestable
- there is little evidence that crime has been displaced from the NDC case study areas to surrounding communities. However, where positive change has occurred in outcomes in NDC areas there is also evidence that these benefits have extended to areas surrounding NDC neighbourhoods.

3.50. Evidence from the case study NDCs highlights a number of complexities in delivering safer neighbourhoods:

- the existence of crime 'hotspots' associated with particular geographies or communities
- patterns of crime which changed over time, both in relation to the particular crimes committed and in relation to their distribution within NDC areas
- the importance of particular local history and circumstances in determining crime and community safety issues and responses to them
- the increasing profile of youth nuisance and anti-social behaviour issues
- the relative vulnerability of younger and older people
- issues relating to drugs and drug dealing
- and problems associated with changing populations, particularly where there were increases in the number of refugee and migrant communities.

3.51. The next chapter discusses how these issues have been reflected in the Case Study NDC's approaches to delivering safer neighbourhoods.

Chapter 4

Delivering Safer Neighbourhoods: The Case Study NDCs' Approaches

- 4.1. This chapter takes an overview of the approaches the case study Partnerships have taken to delivering safer neighbourhoods. It reviews the extent to which the approaches taken are evidence based, and seek to exploit cross-theme linkages and concludes with a discussion of the degree to which NDC approaches would appear to encourage sustainability. The chapter uses illustrations of projects supported by the case study NDCs. Further examples of crime and community safety projects can be found at Appendix 5.

NDC Approaches

- 4.2. Strategies to tackle crime and community safety issues have been afforded high priority by all the case study NDCs, although with differing degrees of importance in relation to overall area regeneration strategies. For instance
- in Newcastle, tackling crime and anti-social behaviour were seen as key drivers to the long term regeneration of the area and there was an early focus on revenue spend in relation to crime, anti-social behaviour and liveability
 - this approach is also echoed in Newham where the NDC has implemented a mix of 'quick wins' aiming in the short term to tackle immediate crime and the fear of crime and interventions which seek over the longer term to change the culture of the neighbourhood. Emphasis has been placed particularly on improving the environment and access to facilities with a view to engaging young people in activities which will divert them from criminal activity
 - in Knowsley early interventions were seen as key to the NDC's initial 'stabilisation' phase of delivery resulting in a relatively large number of small scale projects (including a clampdown on vehicle crime, a truancy sweep, the installation of security devices in the homes of elderly residents, diversionary youth activities and, especially, the funding of extra policing)
 - in Lambeth, where the delivery of high quality housing and local environment has been the key programme driver crime and community safety issues have attracted fewer resources than in most of the other case study Partnerships (see 4.50, below).

- 4.3. As discussed in Chapter 3, there are strong relationships across different dimensions to the crime and community safety agenda. These have been acknowledged by the case study NDCs which have sought to address a range of associated crime and community safety issues (see also 4.36 to 4.46, below).
- 4.4. A number of common themes can be identified in the approaches that the case study NDCs have taken to tackling crime and community safety issues:
- a focus on tackling high levels of recorded crime through early interventions to combat vehicle and property related crime in particular
 - tackling the fear of crime through resources for increased police presence, funding for neighbourhood wardens and the expansion of surveillance through CCTV
 - preventative and diversionary work with young people in particular as a means of reducing levels of disorder and anti-social behaviour
 - support to victims and communities
 - flexible use of resources to enable targeting of 'hotspots' and problem areas
 - emphasis on agency collaboration and 'joined up' delivery, with a focus on 'problem solving'.

Tackling Recorded Crime

- 4.5. A reduction in recorded crime levels has been seen by all the case study NDCs as fundamental to the successful delivery of safer neighbourhoods. Projects have focused on tackling crime against property and vehicles and improvements to environments and public space. These latter interventions have aimed not only to deliver a more pleasant public realm to NDC residents but also to 'design out' and discourage crime and anti-social behaviour activity by introducing and improving community facilities, undertaking hard and soft landscaping, and improving boundary markers. Some of the case study NDCs have sponsored environmental improvements to public parks: notably Bradford and Newham where respondents remarked on the increased usage of local facilities as a result of improvements made.

NEWHAM

Memorial Park Security Package

The Memorial Park Recreation Ground had a history of high levels of vandalism, anti-social behaviour and crime which, in effect, have made it a no-go area for local residents. It was one of two main crime hotspots identified by a crime analysis and tracking system implemented by Newham NDC. The project aimed to get local people back into the park by making it safer and creating a sense of ownership and by providing a high quality urban space. The major component of the package was a sophisticated CCTV system to protect the new Resource Centre, linked to Newham's Central Control System. The security package was part of a wider programme of improvements taking place in the park which included the building of a new resource centre, improved play areas and environmental improvements. Contractors were employed to install the CCTV and lighting and Newham Council supervised the implementation.

The London Borough of Newham is widely recognised as leading in the field of Town Centre CCTV systems. They are pioneers in the field of facial recognition via CCTV. Security experts from around the world have visited the Control Centre to learn from their example of good practice. The NDC Crime Theme Manager worked in the control centre for 12 months and has since worked with Bristol University on automatic identification of pre-crime activity via CCTV. He acted as advisor to the project.

The main achievements of the project have been implementing a combined electronic security system, linked to the London Borough of Newham Control Centre, to protect the new Resource Centre and an adjacent play area. This, combined with other improvements, such as lighting and park patrols, has led to greatly increased use of the park and regular high usage of the Resource Centre by local residents.

- 4.6. Environmental improvements were considered by respondents to be highly visible examples of interventions offering opportunities to demonstrate tangible results to NDC residents, and also mitigating against what one NDC referred to as the 'broken window' syndrome – the view that if a window is seen to be broken, people are more likely to think that a building is uncared for and more likely to vandalise it. A 'cared for' environment, the theory goes, will, in turn, discourage anti-social and criminal activity amongst local residents.
- 4.7. Another suite of projects have provided security improvements to homes and businesses, improved street lighting and installed CCTV cameras. Support has been either through directly funded projects or (as in Walsall) through the use of Block Grants to support a range of interventions.
- 4.8. There is evidence that improved security to properties has a strong influence on reductions in burglary (and in particular repeat burglary) – one NDC suggested that security upgrades had reduced burglary rates by 10 percentage points annually and reduced repeat victimisation levels to below 5 per cent. And whilst it is hard to prove definitively that they are contributing factors to overall reductions in the fear of crime in the case study NDCs,

improved security measures were perceived by respondents to be popular amongst local residents and agencies and to have contributed to an increased feeling of security in the NDC neighbourhoods.

KNOWSLEY

Rapid Deployment CCTV

The project was set up to provide three Rapid Deployment CCTV cameras for mobile use across the NDC area, primarily to act as a deterrent to criminal and anti-social behaviour, and also as a means of detecting and prosecuting crimes. The cameras were located on a mobile or semi permanent basis at identified 'hot spots' for a range of anti-social behaviours, youth disorder, fly-tipping and other crimes.

The cameras are operated via a mobile telephone link and recordings can be viewed, controlled, and images downloaded remotely by computer directly linked to Knowsley Contract Services monitoring station. The NDC Neighbourhood Action Team and Merseyside Police have direct access to the system from a laptop computer.

The project is monitored by the NDC's Neighbourhood Action Team and day to day operating and monitoring of the cameras is carried out by Knowsley Contract Services. Neighbourhood Action Team monitoring of CCTV camera hotspots shows a reduction in fly tipping and anti-social behaviour in the areas covered.

Tackling the Fear of Crime

- 4.9. As discussed at Chapter 3 there is a complex relationship between crime and the fear of crime. Household survey data suggests that fear of crime has fallen in all the case study NDCs and in Walsall, Newham and Newcastle fear of crime has fallen at or more than the NDC average (see Table 3.4). The approach taken by the case study NDCs to reducing fear of crime has focused primarily on the implementation of reassurance measures. This suite of projects, common in some form to all the case study NDCs, provides resources for an increased security 'presence' in the NDC neighbourhoods, primarily through an enhanced police service and/or through funding for neighbourhood wardens.
- 4.10. As is discussed in more detail in 5.7 to 5.9, the police have been perhaps the most significant partner agency in working with NDCs in the delivery of safer neighbourhoods. In part at least this has been because there has been a timely opportunity for collaboration around the adoption of neighbourhood policing. NDCs have been able to supplement mainstream police budgets, providing additional resources for more police on the beat, for police community support officers and for the flexible deployment of police resources (for instance through enhancing overtime budgets) to respond to trouble 'hotspots' in NDC areas.
- 4.11. NDCs have also supported neighbourhood wardens, either exclusively in NDC areas or in addition to mainstream budgets as a means of providing

reassurance to local residents and ensuring that issues are recognised and dealt with quickly. The national evaluation of the Street Wardens programme identified a number of improvements in liveability indicators in areas where street wardens operated including improvements in area satisfaction, reductions in crime rates and improvements in perceptions around environmental problems, anti-social behaviour issues and fear of crime³¹.

NEWCASTLE

Neighbourhood Wardens

Twelve neighbourhood wardens patrol the NDC area, providing reassurance to residents and ensuring that problems are quickly resolved. The wardens provide a visible street presence, attend resident meetings and collect intelligence which is then referred to local agencies for action. The wardens work closely with the local police force and with other agencies including the housing management agency, fire service and local authority.

The 2004 household survey included a number of questions about specific NDC projects, one of which was the Newcastle Neighbourhood Wardens. 62 per cent of residents in the Newcastle NDC area had heard of the Wardens. Of these, 23 per cent felt that they had benefited from them and 48 per cent felt that the wardens had improved the quality of life in the area a great deal or fair amount.

- 4.12. The existence of reassurance measures was highlighted by respondents in the case study NDCs as a key factor in the reduction of crime and fear of crime. Key elements in the successful implementation of these initiatives have included the secondment of police staff to NDC Partnerships; the location of dedicated police teams within NDC areas, the utilisation of intelligence-led and problem orientated policing and close co-operation between police and wardens.

Prevention and Diversion

- 4.13. As discussed in Chapter 3 problems around youth offending and anti-social behaviour have been identified by the case study NDCs as key issues in the effort to deliver safer neighbourhoods (3.37 to 3.41). This in turn has resulted in the central place of diversionary activities for young people in the NDCs' crime and community safety strategies. Projects have offered a range of diversionary and support activities to children and young people at risk of offending. Examples include:
- the Youth Inclusion programme in Newcastle which offers activities and individual and peer group support to young people around a range of issues including crime, drugs and sexual health

31 Communities and Local Government, National Evaluation of the Street Wardens Programme, Research Report 24, August 2006

- Lambeth junior Youth Inclusion programme targets 8-12 year olds seen to be at high risk of offending and offers one to one support, mentoring, after school provision, group programmes and parenting support
- the ESCAPE (Experience Success by Challenging Attitudes, Perceptions and Expectations) project in Knowsley aims to build the self-esteem and confidence of vulnerable young people and to develop personal skills including assertiveness, organisation and communication skills.

4.14. Partnership working has been a key feature of these projects, involving Youth Offending teams, social services, education welfare support, schools, police and local residents in an effort to offer integrated support and solutions to children and young people.

LAMBETH

Junior Youth Inclusion Project

The project targets young people (aged 8 to 12) at a high risk of offending. It provides a range of inclusion and diversionary services with a view to reducing crime levels, supporting other services to work more effectively with young people, involving young people in society, and helping with young people's personal development.

The project is managed and delivered by a national charity for 'under supported young people', working in close partnership with a number of local agencies including schools, Lambeth police, and the Youth Offending service.

4.15. It cannot be said that these projects have resulted directly in falling levels of youth crime and anti-social behaviour in the case study NDCs. Indeed in general there was a perception amongst respondents that these problems had increased over the lifetime of the programme (see 3.37). But they have offered personal and social development opportunities to a large number of young people in NDC communities who might not otherwise have benefited from such resources. An interim evaluation of the ESCAPE project in Knowsley highlighted a number of typical benefits:

- successfully reinforced positive attitudes amongst participants towards the dangers of using drugs
- encouraged the development and maintenance of positive relationships among participants towards friends, family, parents, youth workers and the police
- reduced young people's concerns about sexual health issues
- fostered very strong views in young people towards offending over a range of offence types

- helped the young people involved to organise activities such as sport, reducing significantly the number of them 'hanging around' in the street or watching television in their homes
- increased the self esteem of participants and maintained a high sense of achievement on their part.

4.16. It may take time, however, for these kinds of support mechanisms to make an impact and a key lesson from at least one of the projects was that such work is intensive and long term. But there are individual success stories: one project highlighted participants involved in ongoing youth development activities (e.g. the Duke of Edinburgh Award Scheme) and one former beneficiary going on to work as a part-time youth development worker in the Borough.

Support to Victims and Communities

4.17. A further set of projects are those which seek to provide a range of support and information services to NDC residents and to the victims of particular crimes:

- domestic violence projects in Walsall and Knowsley aim to enhance the existing provision of support services to families experiencing violence. The Walsall project is implemented through the Domestic Violence Forum and brings together a range of partners including the police, social services, health authorities, other area-based initiatives (ABIs) and local schools. Respondents have highlighted a number of innovative features of the project:
 - a crisis intervention service which provides a complete support service from a single point
 - a focus on empowerment for domestic violence victims and on the service being victim-led
 - the provision of training for various professionals, helping them to spot the signs of domestic violence and providing information on course of action
- the Community Drug Interactors project in Bradford delivers drugs education and awareness to the community. The project was developed in partnership between the Drug and Alcohol Abuse Action team and a local drugs support project, and is delivered by a steering group which includes the police, neighbourhood wardens, NDC projects and voluntary sector organisations.

Flexible Use of Resources

4.18. A key feature of the approach taken by the case study NDCs has been the flexible use of resources to address local priorities. In some areas this has involved additional resources for local policing services. In Newcastle, for

instance, NDC resources have been used to supplement the overtime budget for the local police force, allowing the force to provide a flexible and rapid response to issues in the NDC area. In others projects have been developed to address particular issues. An example is the Combating Drugs and Prostitution Project in Lambeth. This project aimed to reduce dramatically the levels of prostitution and supply and use of drugs in the NDC area through improved security measures and enforcement action across prostitution and kerb crawling 'hotspots'. The project was delivered by a multi-agency partnership involving the NDC, police, Clapham Park Homes and Trust (a local charity supporting sex workers).

- 4.19. Like the environmental improvements discussed above these reactive projects are designed to deliver immediate and visible responses to issues identified as priorities by the community and other respondents. The Lambeth project highlighted the need for flexible relationships between partners and the importance of additional funding from mainstream agencies to ensure the sustainability of interventions initially supported by NDCs.

Agency Collaboration and 'Joined Up' Delivery

- 4.20. As the examples above illustrate these projects, as with others in the crime and community safety theme, have relied on collaboration between NDCs and a range of agencies. As is discussed further in Chapter 5 a key innovative feature of the NDC approach has been the ability to bring agencies together in a strategic approach to crime and community safety.
- 4.21. Some projects have also involved NDC residents as volunteers: the Drug Interactors Project in Bradford, for instance, has attracted over 100 volunteers from across the community. Partnership working, between NDCs, agencies and local residents has been a defining feature of work under the crime and community safety theme and is discussed in more detail in the next chapter which reviews the NDC experience of working with communities and agencies.

Use of Evidence in developing a strategic approach

- 4.22. Earlier evaluation reports have been critical of the failure of Partnerships to base their interventions on robust evidence, both in relation to baseline problems and what has been successful in addressing issues elsewhere. However, evidence from the case study NDCs suggests that they have made efforts to base their approaches on an **informed understanding** of the causes, problems and potential solutions in relation to local crime and disorder issues. In some ways this is not surprising; there is perhaps simply more evidence available in relation to crime and community safety than other outcome areas and it may be easier for NDC Boards to trace 'logical pathways' between baselines, interventions and outcomes in crime prevention, for instance, than in improvements in health outcomes. But it is encouraging to note the use of a range of complementary and in some cases very sophisticated sources of information by the case study Partnerships and the extent to which they have sought to develop their evidence bases as time has progressed.

- 4.23. Bradford NDC responded to available data and resident concerns although it was also noted that no explicit crime and community safety strategy existed until 2001 and that evidence from other successful/good practice schemes was used with caution. For example, traditional neighbourhood watch schemes were rebranded as community watches and rolled out through community groups and the mosques. In addition, the NDC has made good use of **local evaluation** evidence to enhance crime and community safety interventions: community police and the 'secure by design' project to reduce crimes against property were both evaluated early and changes made as a result of evaluation findings.
- 4.24. In Lambeth, evidence has been sought through a number of often complementary routes. For example, household survey, police statistics and feedback from residents and Neighbourhood Wardens. The household survey was particularly important in the early stages of the programme in developing an understanding of the community safety issues affecting the local area, and alongside the **local crime statistics**, was used to develop the baseline position against which the NDC's performance is measured. The police have also provided useful intelligence that has supported the NDC in identifying local trends in criminal activity. Neighbourhood Wardens have been an important source of ongoing intelligence in relation to understanding local issues and getting feedback from the community.
- 4.25. Several projects have also undertaken **feasibility studies** at the project design stage, e.g. Safe Space and the Integrated Drugs Reduction Programme in Lambeth. The Safe Space project built on an assessment of the support needs of young women living in the area, undertaken by children's charity NCH in 2002. The outcome was the identification of a need for additional preventative services focused on young women to cover issues such as crime prevention, self esteem, drugs awareness and health relationships. The feasibility study concluded that living in an environment where substance misuse and prostitution is prevalent can have a serious negative impact on the lives of young women and their feelings of safety, e.g. having to deal with approaches from kerb crawlers. The findings of the study informed the development of the Safe Space project which has worked with local young women to address the key issues identified, through a series of discussion groups and personal development programmes. In other instances the NDC has sought to identify good practice and evidence of successful interventions from projects that have been delivered elsewhere. One example is the Youth Inclusion Programmes (YIPs) which have built on the existing initiative that came out of the Youth Justice Board in 2000.
- 4.26. In Newcastle, the evidence base has expanded since the Anti-Social Behaviour Coordinator came into post in February 2005. The post holder undertook a **review of police statistics** in order to improve their accuracy. Information for the New Deal area is gathered from the beat areas that cover the NDC area; streets that fall outside the NDC area are removed from the figures. These figures have been used to inform the operational response to emerging 'hot spots'. There is also evidence of learning from elsewhere: the

introduction of Neighbourhood Wardens was informed by the success of the initiative in a Neighbourhood Management Pathfinder area of the city.

- 4.27. An early NDC review of crime levels in Knowsley was critical of the way that intelligence was used. The review highlighted a number of shortcomings:

"...a great deal of useful and timely information is being lost within the various systems that make up the New Deal for Communities initiative."

"Persons resident within the area contact the police on an ad hoc basis and are treated as a 'one-off' on each and every instance."

"It is clear from random examination of the computer logs...residents would have information which, when correctly processed, becomes viable intelligence. At present no system exists to capture this information. Equally there is no viable system in place for officials to pass community intelligence (or information) on an ad hoc basis..."

"There is a clear need for a dedicated development officer to bring together the many disparate strings and sources of intelligence to benefit the NDC as a whole"

(Source: Knowsley NDC Review of Crime Levels 2002)

- 4.28. The review also noted that reporting could also be influenced by **intimidation or concerns over vulnerability**, whilst recognising that the NDC was developing community engagement structures that could make it easier to collect information on criminal and other safety matters than in other areas without such structures. The need was to ensure that the reporting systems were sensitive to residents' concerns over vulnerability.
- 4.29. The review, reinforced by evaluation of previous quick win initiatives, encouraged the shift to from 'quick win' project-based delivery to the more **strategic, 'intelligence-led'**, multi-agency approach embodied in the Problem Solving Team and its successor, Chameleon Project. This approach has drawn on a range of evidence:
- resident concerns/neighbourhood intelligence (through Crime and Community Safety Task Group, Resident Association meetings)
 - agency evaluations of 'quick win' initiatives
 - problem-solving analyses introduced by police and, initially, an academic criminologist seconded from the Jill Dando Institute to act as the Commissioning Officer for Crime and Community Safety and developed using police and community intelligence through the Problem Solving Team and Chameleon
 - use of police National Intelligence Model to quantify issues and assess risks
 - crime data from police and use of police data analyst.

- 4.30. And in Newham project proposals and appraisals demonstrate a good understanding of problems and, generally, a high level of background research. The Second Tier Policing Project is an **evidence-based** approach which supports local community policing and uses local evidence to target 'hot spots', thereby acting as a deterrent to crime. The crime theme lead for some years was also a crime analyst so the Partnership received regular updates of statistics and trends and was able to anticipate problems and discuss interventions at an early stage. This approach still continues, though the analyst role has passed to the Borough as the Borough crime analyst attends the Crime Theme Group meetings so there are regular opportunities to discuss the trends. However, there have been some instances in which national evidence in relation to 'what works' has not translated well locally. The Youth Inclusion Programme was part of a national project for which a great deal of evidence was available but which has not worked well in practice. Respondents commented that one contributing factor was an over reliance on published evidence which was not relevant to the local situation.
- 4.31. These initiatives have undoubtedly enabled the case study Partnerships to enhance their understanding of the scale and nature of crime and community safety issues within NDC neighbourhoods and to identify and respond rapidly to local issues. But there were sometimes tensions between available evidence and the **priorities of residents**, and there could be a tendency for issues for which evidence was less readily available to be overlooked.
- 4.32. In one case study Partnership, for instance were keen for the continuation of anti-burglary type interventions despite evidence which indicated that burglary rates had fallen.
- 4.33. And in another, a number of interviewees commented on the fact that NDC responsiveness to '**visible**' issues and resident concerns could sometimes override a more holistic approach. It was also observed that some of the more 'hidden' issues such as domestic violence and incidents of racism had not been identified as priorities by residents and the NDC Board.

Working across themes

- 4.34. All the case study NDCs have recognised the key **linkages** between outcomes in the crime and community safety theme and those in other outcome areas. In Walsall, for instance, the view has been taken that violent crime, criminal damage and vehicle crime require a problem solving approach and **preventative** measures in order to address issues such as anti-social behaviour which may derive from deep-seated cultural norms and values. A domestic violence project, for instance, has a number of preventative elements, such as running educational programmes in schools, although it is accepted that these will only have an impact in the long term.
- 4.35. In a similar vein respondents in all these case studies generally point to **education** as having a potentially strong impact on crime. In Bradford, for instance, considerable efforts have been made over many years to improve

educational attainment and to make young people feel more included in the neighbourhood renewal process, through for example enhanced IT in schools, after school clubs and the Youth Forum. This may have had the effect of reducing the likelihood of young people being perceived of as a problem, but rather as being increasingly seen as part of the community and as representing its future.

- 4.36. A number of Partnerships also point to potentially positive impacts flowing from changes to the **environment**. In Bradford improvements to the physical environment and to liveability generally including improved housing and 'living streets' have, according to the local Police, reduced the likelihood of vandalism, and helped change perceptions of the area as a place to live. Similar comments are made in Newcastle where the movement towards increasing capital spend in the second half of the programme has injected momentum and confidence in the area and its future:

"Doors, windows, fences have been done. Blocks are being re-built. We're starting to say to people 'come and live here'."

- 4.37. Some NDCs have also placed a strong emphasis on improving the **image** of the area. Newcastle NDC has made a concerted effort to create a positive media image for the area. The Partnership has professionalised its approach to communications by, amongst other initiatives, launching a press campaign to achieve as wide publicity as possible for achievements and successes in the NDC area. This has helped to improve the reputation of the area and gives residents an opportunity to see the results of NDC investments. This can help improve perceptions of the area, play a role in reducing fear of crime, and help strengthen the community in the longer term.

- 4.38. However, there has been mixed experience in relation to the extent to which the Partnerships have been able to operationalise linkages across different outcome areas. There is some evidence of good practice at project level. In Bradford, for instance, there are some notable cross-theme linkages in particular between the physical environment projects (such as the demolition of blocks of flats or design of better street lighting), youth inclusion activities (such as the youth forum), and community investments (such as new community facilities). What was stressed in interviews in the area was the importance of joining these initiatives together with those of mainstream providers in order to maximise investments and benefits. In Lambeth the Integrated Drugs Reduction Programme had offered training to staff in the Neighbourhood Wardens and Shop for Jobs projects.

- 4.39. Walsall NDC is adopting a proactive approach by putting in place measures that support offenders to move away from criminal activity. The stance adopted sits within the problem solving approach and is described in greater depth below by the theme lead:

"I look at my crimes, let's take for instance, burglary. I look at my crime and I look at burglary, now if burglaries are happening there needs to be a location, an offender and a victim. So I look at my locations and we've put

stuff in place in relation to making location more robust. Then I look at my victims and make sure that there's not a particular victim that's being prayed upon. Then I look at my offenders. The key thing for me is my offenders, now why are my offenders burglarising? (sic) They're burglarising because they need the money to fund whatever. I then look at why other means of them getting money are not being used, is it lack of education, is it lack of employment, is it lack of opportunity? So I then look to see what there is in terms of mainstream to deal with people that a) that's at risk of offending, or b) that are offending and therefore have gone through the Criminal Justice system."

- 4.40. This approach aims to develop interventions that support offenders and those at risk of offending and has involved discussions with other theme leads, including employment and health (around drugs issues for instance). Interventions are being developed around schools, through the schools based officer. This includes activities around preventing crimes, truancy and excluded pupils.
- 4.41. In Newcastle linkages are recognised between crime and community safety and other theme groups: housing and the environment, children and young people and community. The Crime and Community Safety focus group and the Children and Youth Strategy group are both chaired by the Anti-Social Behaviour Co-ordinator and the wardens and YIP participate in both groups.
- 4.42. But in some of the case study Partnerships, a lack of a **strategic approach** to working across themes has meant that opportunities for linkages at thematic and project levels may have been missed. One respondent highlighted work taking place within one NDC with young people around diversionary activities. There were a number of interventions being delivered through the education and youth theme, as well as the community safety theme but it was not clear whether these complemented each other, or resulted in duplication.
- 4.43. Projects are by and large developed and managed within **specific themes**, and in most of the case study NDCs the different themes still appeared to work relatively independently albeit with an awareness of what is going on in the other themes.
- 4.44. One interviewee in particular felt that cross-theme linkage was a lost opportunity:

"There's been no marrying up of projects...A lot had crime and community impacts. For example, the (project name) work on the environment links into crime, that cutting back bushes had an impact on crime but no one saw this. There's never that crossover. One of the downfalls is everyone's silo'd...no one's brought it together."

Sustainability of outcomes

- 4.45. The sustainability of crime and community safety outcomes will depend very much on continued **partnership** working and the willingness of partner agencies to **mainstream** initiatives which have hitherto relied on NDC support. Whilst the case study NDCs have a range of plans and arrangements in place to ensure the sustainability of organisations and neighbourhood incomes streams the willingness and **capacity of partner agencies** to continue interventions or ways of working will be critical in ensuring long term success.
- 4.46. There are grounds for optimism: the **police**, for instance have been willing to mainstream some key projects and activities where there has been evidence that they are working. In Newcastle, for instance, the local police Inspector has produced an evidence-based report that examines the impact of NDC resources on community policing – this has contributed to the force's decision to retain the same level of policing in the NDC area when NDC funding runs out in September 2007 and the securing of further funding for an 'interventions pot' for the police team to be sustained until March 2010. In Newham the Second Tier Policing project and Safer Neighbourhood Teams are funded by the police. The Teams are dedicated to the area but do not have to deal with all crime on the patch. They are taken out for only a few days each year, stated in advance, and in emergency situations. And in Bradford the funding of the community police team has been picked up by West Yorkshire Police. However, interviews suggested that in the long term funding could not be guaranteed as the Police force has to manage its response across a wider area. Nonetheless, in the short term the Police are supporting two community police officers (down from four originally).
- 4.47. Other initiatives have been mainstreamed by **local authorities**. The Neighbourhood Wardens project in Newcastle NDC has been extended for a further 2 years by Newcastle City Council. As part of the funding agreement the team will extend patrols to cover additional wards adjacent to the NDC. In Lambeth the Neighbourhood Wardens project has been extended for a further five years until 2011. One third of the project's funding will be matched by Clapham Park Homes, the new social landlord. Lambeth NDC provided capital funding for a CCTV system, originally monitored by Lambeth council which has now taken full responsibility for ongoing support and monitoring. In Newham the Sport and Physical Activity Development Officer is now funded and employed by Newham Council on a permanent contact, the resource centre in Memorial Park is funded by the Education Service, Sure Start and others and the CCTV was capital funded by the NDC but is monitored within the exiting Newham control room and has very little in the way of maintenance costs. Similarly, in Bradford, the NDC has negotiated that the local authority take responsibility for funding and supporting the CCTV provision in the area.
- 4.48. But there is also cause for concern. In particular, many of the initiatives are subject to **short term funding** agreements with no guarantee of future

- sustainability or are dependent on the continued existence of other structures, for instance Safer Neighbourhood Teams. Others, particularly those without a mainstream funder's budget line behind them and delivered by the **voluntary sector** may struggle: for example intensive work with young offenders or local initiatives to highlight and address domestic violence. This may be a particular problem for preventative work, much of which is carried out in or through third sector organisations.
- 4.49. Interventions might also be vulnerable to changes in mainstream agency **targets** and priorities. As noted above, it is likely that at least one factor contributing to the close collaboration between police forces and NDCs has been the fact that the NDC's approaches to crime and community safety have in many ways complemented those of the police. But this might not always be the case and in particular if, as evidence suggests it will, the mainstream approach continues to focus on punitive measures, there may be less support for neighbourhood-based prevention.
- 4.50. It is also difficult to predict what will happen in the absence of NDC resources. Although it has not been possible to gauge the level of resources required to effect change in the case study NDCs, a number of respondents commented that in many ways it has been the relative **flexibility** and **intensity** of NDC resources that has made a difference, particularly in responding to local issues. This is unlikely to be sustained by mainstream agencies, even where specific initiatives have been mainstreamed. There is an additional tension between projects which are deemed suitable for mainstreaming (which implies strategic and operational conformity with other agencies, especially the police) and issues which require specific interventions (e.g. domestic violence).
- 4.51. There may also be an issue relating to the extent to which the case study NDCs have been able to put in place **longer term solutions**. Much of the emphasis has been on designing out crime and on stamping out criminal behaviour, but it was observed that while this approach had been necessary and effective in tackling the initial problems facing NDCs there was a gap in looking at longer term solutions, particularly in tackling generational crime and interviewees suggested that interventions which target **children and families** may be as important in effecting long term outcomes as those which focus on youth and criminal activity. The NDCs' approach has tended to be largely on punitive and preventative measures, rather than on the more deep seated and long term social issues which may lead to crime and anti-social behaviour in the first instance.
- 4.52. A further tension may be around work with persistent **offenders**. There is little evidence from across the programme that NDCs are actively supporting the reintegration of persistent offenders into NDC communities. In most case studies this work was seen to be the preserve of mainstream agencies. But the approach to youth offending suggests that neighbourhood agencies are particularly effective in implementing tailor made responses through Youth Intervention Projects (YIPs) for instance to individuals at risk of offending. This is not to suggest that NDCs take sole responsibility for the integration of

offenders but as detection and conviction rates increase so do the numbers of offenders needing to be (re)introduced to community life. NDCs and other neighbourhood renewal agencies could clearly play a key role in ensuring that the appropriate support mechanisms and services are in place. One example from the case studies is the Trident Intensive Supervision and Surveillance Programme in Bradford.

BRADFORD

Trident Intensive Supervision and Surveillance Programme (TISSP)

TISSP is a partnership project delivered by the YMCA and the Youth Offending Team. It provides support to young people (13 to 18) who have committed an offence (ranging from ASB to assault to burglary). Most of the caseload has a support order to attend support provided by the YOT, although some individuals attend on a voluntary basis. The TISSP provides tailored support including counselling, family support, informal work with peer groups, contact with schools and education. The TISSP is operated on a more flexible basis than its Home Office counterpart (ISSP) – individuals need not have committed as many or as severe offences and resources are greater for TISSP. The original impetus for the TISSP was to address young offending and in particular to target the top 16 prolific offenders in the area.

The key outcomes are around reductions in youth crime in the area. Local data suggests that prior to the project (in 2003) there were 245 offences committed by young people. One year later this was 175. Respondents also suggest that there is a reduction in the severity of repeat crimes committed by offenders attending TISSP.

The project is a result of joint working between a voluntary sector organisation and a statutory agency. It is closely integrated with other services and has a good relationship with the Anti Crime Partnership for the area.

Summary

4.53 A number of themes are common to the approaches adopted by case study NDCs to deliver safer neighbourhoods:

- a focus on tackling high levels of recorded crime through early interventions to combat vehicle and property related crime in particular
- tackling the fear of crime through resources for increased police presence, funding for neighbourhood wardens and the expansion of surveillance through CCTV
- preventative and diversionary work with young people in particular as a means of reducing levels of disorder and anti-social behaviour
- support to victims and, in some cases, perpetrators of crime

- flexible use of resources to enable targeting of 'hotspots' and problem areas
- emphasis on agency collaboration and 'joined up' delivery, with a focus on 'problem solving'
- the case study NDCs have made good use of local and national **evidence** in their approaches to delivering safer neighbourhoods and strategies have been refined in relation to new information and local evaluations. However there have sometimes been issues arising from a focus on 'visible' issues (anti-social behaviour for instance) and those for which data is readily available (recorded crime) being prioritised over those for which evidence was less immediate (e.g. racially motivated crime or domestic violence)
- there has been recognition of the **cross-theme** dimensions to crime and community safety issues and in some of the case study NDCs cross theme linkages have been pursued. However, there is still an emphasis on working within themes, meaning that some opportunities for joining up across outcome areas have been missed
- the **sustainability** of approaches will depend on partnership working and mainstreaming. Some NDC interventions have been mainstreamed or are likely to be so: community police, neighbourhood wardens and CCTV, for instance are widely seen to be effective mechanisms for reducing crime and the fear of crime and in most cases will be supported by police and local authorities beyond NDC. Others, particularly those run by voluntary and community sector organisations, are more vulnerable and less likely to attract mainstream funding. This is a particular problem for preventative work and that which targets less high profile crimes or victims, for instance work around domestic violence or racial harassment. Even where initiatives have been mainstreamed there is no guarantee of long term funding.

4.54 The next chapter looks at the case study NDCs' experiences of working with communities and agencies.

Chapter 5

Delivering Safer Neighbourhoods: Working with Communities and Agencies

- 5.1. This chapter discusses the engagement and impact of local communities and partner agencies in the delivery of safer neighbourhoods in the Case Study NDCs. It is presented in two parts:
- working with communities
 - working with ABIs and other agencies

Working with communities

- 5.2. Communities have a key role to play in the delivery of safer neighbourhoods, not only because they can provide useful knowledge and intelligence to delivery agencies but also because many crime and community safety outcomes are intrinsically about building community in its broadest sense³². One way in which this can be achieved is through increasing levels of engagement and participation and, thereby, a sense of ownership in NDC communities. The Case Study NDCs have recognised this and all have adopted a range of mechanisms to encourage **community engagement**. Community participation is central to the ethos of NDC. The Interim evaluation of NDC identified a number of objectives for community engagement in NDC³³:
- increasing individual self-confidence
 - enhancing participation in voluntary activities
 - boosting accountability
 - addressing issues of social exclusion and poor cohesion

³² Together we Can: Improving community involvement in community safety, February 2006

³³ See ODPM (2005) NRU Research Report 17, New Deal for Communities 2001-2005: An Interim Evaluation, ODPM. London

- building social capital: strengthening the resilience of local communities
- re-engaging NDC residents within mainstream social and economic markets.

5.3. The centrality of community involvement to the NDC programme makes it can be difficult to isolate community engagement activities specifically concerned with crime and community safety issues. However, there are a number of ways in which the case study NDCs have sought to engage local residents in the delivery of Safer Neighbourhoods:

- as in other themes resident Board Members are engaged in **theme group working**; in Lambeth and Newcastle, for instance, community safety theme groups involve a core of residents who have been involved over a period of time and who have developed a good understanding of the relevant issues
- theme groups have also been supported by **wider community engagement structures**: in Knowsley the 'Neighbourhood Network' and various tenants and residents group meetings have acted as sounding boards for work in the crime and community safety theme
- communities have been involved in the **design and development of projects**: In Lambeth, feasibility studies have provided residents with the opportunity to influence the design of projects including the Safe Space project which built upon the priorities of young women consulted at the project development stage
- there has been extensive involvement of community groups and volunteers in **project delivery**: the Community Drug Interactors project in Bradford has attracted over 100 volunteers
- there are many examples of communities assisting the work of NDCs and agencies by **highlighting community safety issues** and **providing evidence** to support the targeting of resources. One such is Newham where Safer Neighbourhood Teams target individual streets and undertake 'door knocking' to find out residents' views. Ward Panels have also been established which involve a number of elected local residents who meet regularly with the Safer Neighbourhood Teams to discuss local issues, to review resources and to prioritise action
- and of course local residents have been **beneficiaries** of the range of crime and community safety interventions; an eight week drug education project in Lambeth has attracted over 80 residents so far.

5.4. It has not been the purpose of this study to review in detail the benefits and pitfalls of the different mechanisms for engaging communities in the work of NDC. Nevertheless respondents are of the view that communities have impacted positively on crime and community safety outcomes in NDC areas through influencing project development, highlighting issues and

participating in crime and community safety projects. But there have been a number of **issues**:

- as has tended to be the case across the programme, the Case Study NDCs in general have found it hard to engage **young people** in safer neighbourhoods forums, despite their 'over-representation' in crime and community safety issues
- despite the involvement of some very committed volunteers it has not proved easy to engage the wider community in some NDCs: in one NDC, respondents remarked that community involvement in the crime and community safety theme group was not widespread and despite steady interest from resident Board Members, attendance at the theme group and at community events has been low. One factor highlighted was a local culture of **intimidation** which deters people from being seen to be associated with the police. Although this is changing as a result of the work of the NDC and local agencies fear of reprisals were still strong enough to influence some sections of the community, despite police attempts at reassurance
- there have also been **conflicts** between **community priorities** and those of NDCs and other agencies. A number of respondents reported tensions between resident Board members and local police, particularly over styles of policing and there have been some cases where 'patch' representatives on NDC Boards have favoured initiatives to address particular crimes, even where there has been evidence that crime rates have been falling. In a small number of cases the approaches adopted by NDCs were also seen to be 'out of step' with agendas of agencies with a wider geographical remit: an example was given in relation to anti-social behaviour, where the focus of the NDC on an exclusionary approach and the use of Anti-Social Behaviour Orders (ASBOs) was seen to conflict with the approach of city-wide partnerships which emphasised inclusion, diversion and the use of Acceptable Behaviour Contracts (ABCs).

Working with ABIs and other agencies

- 5.5. The case study NDCs have had a **positive approach** to partnerships and have placed considerable emphasis on partnership working with ABIs and other agencies in the delivery of safer neighbourhoods. In most cases strong and productive links have been forged with a range of key agencies: local police forces; local authorities; youth services and Youth Offending Teams; housing providers. There is also evidence in some case studies of successful working with other agencies: Probation service (Bradford) and Fire and Rescue services (Newcastle and Walsall).
- 5.6. The **early engagement** of partners at both strategic and delivery level was seen as crucial in the promotion of effective working, although some NDCs have experienced frustrations arising from the frequent turnover of agency personnel. In Knowsley, the police have been involved since the early days of the NDC, working with the NDC's crime and community safety task group to

develop the crime and community safety strategy for the Delivery Plan and proposing and delivering key interventions. They have also provided a Strategic Director Member of the NDC Board since it was established. Crime and Community Safety theme focus groups in all the case study NDCs have wide agency representation, facilitating joined up approaches and the levering in of additional resources, either from statutory sources or through applications for grants. One interviewee (in an RSL) commented:

“New Deal has been able to fund priorities that can’t be met through housing investment – so it has been an extra resource for (the RSL). But there has also been opportunity to explore more possibilities for match funding – lots of funders putting money together for projects”.

- 5.7. In line with findings from the first phase of the evaluation, and as would be anticipated, the **Police** have been quite the most engaged agency in the delivery of safer neighbourhoods. Of course, the initiatives funded by NDCs have in many ways chimed with police priorities in recent years, particularly through the adoption of neighbourhood policing and the emphasis on more community-based reassurance policing practices for example, through funding of Community Support Officers and neighbourhood management approaches. But there has nevertheless been a remarkable degree of genuine **partnership working** between NDCs and local police forces. This is epitomised by the approach to problem orientated policing undertaken in the Bradford Trident NDC:

BRADFORD

The Trident approach to addressing crime and community safety is consistent with the problem-oriented-policing approach. Problem-oriented-policing involves:³⁴

- routine and systematic efforts to identify local crime problems, disorder problems, and other community problems actually or potentially coming to the attention of the police;
- an analytic approach to understanding the sources of the problems;
- the implementation of measures designed to reduce or avert problems (either by the police alone or through partnerships or through persuading those able to introduce solutions to do so);
- habits of assessing the impact of the changes introduced both to learn lessons of potential future use, and to check that the problem has been reduced or solved, or the effects ameliorated.

Quite instrumental in the NDC’s approach has been the Anti Crime Partnership. This was initially set up by the NDC Partnership but is now led by the Police. It brings together key agencies on a regular monthly basis to discuss current crime issues and to formulate possible responses. The partnership brings together the Police, Bradford Trident (NDC), the local authority, housing associations and voluntary sector organisations (involved in project delivery).

34 Leigh, A. Read, L. and Tilley, N. (1998), *Brit-Pop II: Problem-oriented policing in practice*, (London: Home Office).

- 5.8. But NDCs have also provided additional resources to the police, been able to provide local knowledge and intelligence for the targeting of hotspots and in some cases to broker, and improve, relationships between local forces and NDC communities. In Walsall a key partnership is focused on **neighbourhood policing**. This involves community consultation to identify key local issues and increase responsiveness. Extra resources are targeted to the area through the local neighbourhood team (one Sergeant and eight police constables) and secondment of Inspectors as crime theme leads. In the opinion of certain respondents this has provided an important factor in the progress made against outcome targets: *“The policing teams surrounding the NDC area haven’t got the resources that we’ve got...they haven’t got the ability to do the operations”*. Other key policing features include the use of problem solving approaches and information-led policing, making it possible to target resources towards hotspots of crime. One interviewee commented on the impact of NDC resources:

“The NDC gets back more than it puts in – the area gets more than its fair share of police resources anyway but NDC fills the gaps when the force can’t give me what I need. There are more convictions because of NDC resources and that’s a really positive message. There are results from the extra money”

- 5.9. Another example of close collaboration between the Police and the NDC is the Newham Second Tier Policing project. In this case NDC support enabled a smooth transition to Safer Neighbourhoods Teams, which now see the contribution of the Crime Steering Group as crucial to their work. This is assisted by the fact that the group is chaired by a Chief Inspector of police.

NEWHAM

Second Tier Policing Project

The NDC funded 4 Met police officers and 4 parks officers (Newham Council) to patrol the NDC area, including the Park. These officers worked in partnership to provide the two tiers of policing: – the met officers deal with the ‘first tier’ crime problems such as burglaries, violent offences, etc. whilst the parks officers deal with ‘second tier’ issues such as fly tipping and abandoned vehicles. Newham Council were unable to continue to provide dedicated officers and the police were due to introduce Safer Neighbourhood Teams in 2007. This left a gap of 12 months. The NDC there funded the Safer Neighbourhoods Team for 12 months in order to introduce the system earlier than would otherwise have been possible and, in addition, the NDC continued to fund the community constabulary (formerly parks) officers but on a ‘pay as you go’ basis. That is, the NDC provides Newham Council with intelligence and information about crime hot spots and officers are deployed directly to the problem, feeding back to the NDC. For the remainder of their time, they are deployed across the Borough.

Implementation of the project has been a gradual evolution from the original Second Tier Policing Structure to the new Safer Neighbourhoods Teams. Funding the new teams a year in advance of their planned deployment has given the NDC a chance to embed the Teams and to sort out any teething problems. There have been some difficulties. It was difficult to recruit and retain dedicated Community Constabulary officers or to get 24/7 cover from dedicated officers. This was resolved by implementing a ‘pay as you go’ system. Community Constabulary officers are now deployed across the whole Borough and directed to the NDC to deal with particular crime hot spots as needed, and the NDC pays for the service it uses. This provides an instant response to crimes and incidents but does not require dedicated officers.

- 5.10. A key approach has been the establishment of **multi-agency, problem solving teams**, working across different agendas to develop holistic approaches and focusing on three key elements of the crime and community safety agenda: neighbourhood policing, youth diversionary work and neighbourhood management. The SNAPs (Safer Neighbourhood Action Planning) forum in Newcastle brings together key local partners in a problem solving approach, and in Bradford the Anti-Crime Partnership, originally run by the NDC but now taken on by the police, meets on a monthly basis bringing together key agencies including voluntary and community agencies and Registered Social Landlords to share intelligence and identify joined up approaches to community safety. In Lambeth the NDC is involved in Community Safety Partnership meetings, held on a regular basis with the local authorities Heads of Service Departments to discuss local issues, e.g. hotspots of criminal and anti-social behaviour and progress against local action plans.

KNOWSLEY

Chameleon Project

The project was designed as a successor to the earlier Problem Solving Team and is a continuation of the “intelligence-led”, “multi-agency” partnership working that the Problem Solving Team inaugurated in the NDC area. Its three-year strategy for tackling crime and community safety issues has three work streams designed around the police’s National Intelligence Model work strands of Prevention, Enforcement and Intelligence:

Community Involvement and Intelligence

- regular support of local residents’ meetings;
- further development of forensic science interventions;
- further development of intelligence and data exchange partnerships;
- ongoing support for the NDC’s Crime and Community Safety Task Group.

Targeted Operations and Enforcement

- proactive use of ASBOs to target offenders;
- co-ordinated operations for disorder and anti-social behaviour;
- directed operations property crime;
- targeted operations tackling the use and supply of illegal drugs.

Preventative Measures

- greater use of the wider police family;
- high visibility patrols;
- development of a schools education programme;
- further development of joint agency truancy initiatives;
- further development of witness support systems.

The aim is to facilitate a sustainable reduction in crime utilising new and existing partnerships and to influence positively feelings of public safety. The Chameleon Project is made up of representatives of the NDC and agencies involved in community safety. Community representatives are not included in the Chameleon Project Board for reasons of data confidentiality and personal safety (avoiding residents being associated with policing and other enforcement activity). The Project Board is co-chaired by Merseyside Police’s Huyton Neighbourhood Inspector and the NDC’s Crime and Community Safety Monitoring Officer.

- 5.11. These partnerships had a number of **benefits**:
- bringing together a range of key players involved in crime and community safety work
 - facilitating the development of holistic approaches
 - linking to community groups and representatives for the inclusion of ‘on the ground’ intelligence
 - the development of problem focused and responsive solutions
- 5.12. Respondents were also of the opinion that NDCs made a **key contribution** to these partnerships through their unique ability to bring together agencies,

encouraging collaboration and co-operation at the local level. NDCs' independence and credibility with local communities were particularly important in this. In most of the Case Study NDCs the theme lead was involved in partnership working, in others new roles have been created to focus on this role. The work of the Anti-Social Behaviour co-ordinator in Newcastle was identified by respondents as key in facilitating a co-ordinated approach to crime and community safety issues in the NDC area.

NEWCASTLE

Anti-Social Behaviour Coordinator

This post was introduced in February 2005 as an addition to the NDC Police team and in response to ongoing concerns from residents regarding anti-social behaviour. The Anti-Social Behaviour Co-ordinator (ASBC) has facilitated a **coordinated response** from a wide range of partners using a multi-agency approach to reducing crime and anti-social behaviour in the NDC area through the Safer Neighbourhoods Action Problem Solving (SNAPS) approach. The ASBC undertook a mapping exercise with 35 partners to document core functions, available resources and issues of concern in the NDC area. The meetings are task and action planning focused and issues (Domestic violence, car crime etc) are rotated on a monthly basis, enabling the relevant partners and attendees to be invited ahead of the meeting. Actions undertaken so far include: web-based youth services directory; multi-agency approach to removal of untaxed, abandoned and non road worthy vehicles; publicity for vehicle crime awareness targeting hot spot areas of vehicle crime. Meetings in 2006 have covered graffiti, youth issues, vehicle crime, community cohesion, student initiatives, Arson/fireworks, environmental issues/parks and drugs and alcohol.

The ASBC post is allocated an annual **Interventions Pot** to be used for initiatives aimed at reducing anti-social behaviour in the NDC area. This has been used to contribute towards setting up a boxing club, crime prevention and community safety awareness publicity for residents.

The ASBC post has contributed to internal and external partnership **links** including participating in the Safer Neighbourhoods Board and promoting links with citywide initiatives. The ASBC chairs the Crime and Community Safety focus group and participates in the Children and Youth strategy group. The ASBC also maintains links with the Education and Homes and Environment theme.

The ASBC post has also contributed to raising the profile and publicising police and partnership initiatives in the NDC area and supplies the NDC, Government Office North East and other partner organisations with detailed crime and youth disorder information for the NDC area.

5.13. But there have also been **problems**:

- some agencies have proved **less willing** to be involved and in some cases there has been reluctance to address community safety issues or to invest in measures to address problems identified by NDCs (a particular issue involving the implementation of security measures in properties due for stock transfer and subsequent demolition was highlighted in one NDC).

And there have also difficulties in some NDCs when successful working relationships have depended on the commitment of key individuals in agencies who have then moved on and either not been replaced or where new incumbents have not shared the same enthusiasm for working with NDCs

- there have also been difficulties in linking NDCs into **wider forums** and partnerships engaged in crime and community safety work. In one case study the NDC is working with a multi-agency local neighbourhood partnership, which it considers to be a key vehicle for sustainability and succession of the NDC. However the partnership has a lack of resources and decision making power and (currently) only limited influence on broader agendas and partnerships. One stakeholder remarked:

“the local neighbourhood partnership almost doesn’t get mentioned at LSP and LAA meetings, it certainly doesn’t get mentioned in the LSP management meetings where all the decisions are made, and it almost doesn’t feature in the LAA”.

- in another, despite organisational links between the NDC and other agencies, there is a **lack of integration** into wider city strategies or the LSP. There is little evidence too across the other Case Study NDCs of any systematic links to Local Strategic Partnerships, Local Area Agreements or Crime and Disorder Reduction Partnerships
- NDCs emphasis on issues that had been identified by residents as **local priorities** could sometimes put them out of step with city-wide approaches:

“It’s very important to address local needs but it needs a balance between local people/agencies/government. Domestic violence and racism are too big to wait for them to show up in public consultation before taking action. (The) NDC approach to local consultation is good but these are tricky issues that may not show up – anti-social behaviour and alcohol fuelled behaviour are easier to see.”

- in one NDC a respondent also noted that the NDC approach to ASBOs had been more **hard-edged** than the city’s policy which emphasised prevention, diversion and early intervention.

“There already was a city wide approach to ASB which includes mediation and cultural activities together with the use of poor behaviour letters and Acceptable Behaviour Contracts... NDC tended towards the enforcement approach. The Local Authority dissuaded NDC from seeking a dispersal order as this was counter to LA policy.”

Summary

5.14. In relation to working with **communities**:

- communities have been **engaged** in the delivery of safer neighbourhoods through a variety of mechanisms: as Community Board members, through engagement in theme groups and projects; and as project beneficiaries.
- there is evidence of communities impacting positively on crime and community safety **outcomes**: through influencing project development, highlighting issues and participating in crime and community safety projects;

But there have been some **challenges**:

- NDCs have found it difficult to engage **young people**
- communities have not always felt comfortable working with agencies and the police around **sensitive** crime and community safety issues
- and there have been **tensions** between community priorities and those of other agencies, sometimes resulting in NDCs being 'out of step' with wider strategies and approaches

5.15 And in relation to working with **agencies**:

- a wide range of agencies have been involved and the **police** in particular have made positive contributions to crime theme work; early engagement of agencies in strategic and delivery work has been beneficial
- key **foci** for partnership working have included neighbourhood policing, youth diversion and neighbourhood management
- **multi-agency partnerships** have been useful mechanisms for the development of holistic approaches to crime and community safety
- NDCs have a possibly **unique contribution** to make to the co-ordination of agencies and initiatives and to encouraging collaboration at the local level.

5.16 The next section of this report seeks to disentangle relationships between interventions and outcomes.

Chapter 6

Linking interventions to outcomes

- 6.1 One important function of case study work is to try and disentangle relationships between interventions and outcomes. It should be stressed from the outset that this relationship is not one subject to 'scientific' analysis. The direction and intensity of outcome change may be due to a wide range of factors over which NDCs may have little if any control. These include:
- national and district trends in relation to crime, and fear of crime
 - activities pursued by other agencies, including obviously the police but also local authorities, schools and probation services
 - crime and community safety outcomes might actually be driven by expenditure say in jobs or education where projects might have the effect of diverting individuals away from crime thus lowering NDC area crime levels
 - demographic trends can lead to new populations either leaving or moving into NDC areas; these processes are likely to impact on a wide range of outcomes including crime but also the strength of the local community, attitudes towards the local area, etc
 - 'crime industry' processes can impact on outcomes in potentially dramatic fashions: one NDC for instance points to the remarkably strong relationship between local crime levels and the incarceration and then subsequent release of a handful of known and persistent offenders.
- 6.2 The net effect of these kinds of processes makes it difficult, if not impossible:
- to assess with any degree of definitiveness the extent to which change in NDC areas is due to the Partnership as opposed to reflecting national or district wide trends
 - to identify in any but a broad brush way the degree to which change is due to 'crime and community safety interventions' as opposed to other types of initiatives
 - to establish with any degree of accuracy a counterfactual which would provide a precise indication of what would have happened in these six areas in the absence of the NDC: there is simply too much 'noise' in the system.

- 6.3 Nevertheless, four sorts of evidence are available through which to explore relationships between interventions and change: the scale of spend and intervention; changing attitudes towards burglary; local evidence from the six case study areas; and focus group data which addresses resident perceptions of change. Each is explored in turn.
- 6.4 First, data is available regarding the scale of spend on, and density of projects within, the 'crime' arena (Table 6.1). It is interesting to see the degree to which these patterns match onto what is the best single indicator of crime in this context: change in the overall police recorded crime rate (Table 6.2). This seems the most appropriate relationship to explore since both NDC spend and police recorded crime relate to NDC areas. Household Survey data alternatively asks residents whether they have been a victim of crime but not where.
- 6.5 Any assumption of 'causality' in the relationship between NDC spend and change needs to be treated very cautiously. But there are some possible relationships worth exploring here:
- Knowsley had the least NDC and overall spend and also had the highest overall police recorded crime rate in 2005 and saw the least change over the previous five years
 - Walsall and Newcastle saw most overall spend and both witnessed considerable positive changes: Newcastle saw more improvement against its comparator than did any of the other five areas, and overall crime in Walsall fell more than four of the five other areas. It is interesting to note also that Newcastle and Walsall have attracted the highest levels of match funding to crime projects, primarily through mainstream police resources dedicated to neighbourhood policing projects. In Walsall this equates to one police Sergeant and eight constables
 - However, Lambeth which saw the largest overall reduction in crime, saw less spend than all other NDC areas apart from Knowsley.
- 6.6 Probably the most reasonable comment to make at this stage is that there may be some emerging signs that spend and interventions are beginning to impact on the scale of police recorded crime: but this is not a determined and definitive relationship. Through time it may well be of course that this relationship becomes clearer to identify, but it is important to note also that spend is of course not the only indicator of NDC activity. This point has also been iterated in the evaluation of the Neighbourhood Management Pathfinder programme which states 'There is no necessary association between a Pathfinder spending more on community safety and the achievement of safer outcomes'³⁵. Other relevant factors identified by the Pathfinder evaluation included ensuring that other agencies provided more responsive services and facilitating inter-agency working. As discussed in

³⁵ Communities and Local Government, The Contribution of Neighbourhood Management to Cleaner and Safer Neighbourhoods, Research Report 36, CLG 2007, p55

Chapter 5, close collaboration with agencies has also been central to the work of NDCs, and it is likely too that as the Pathfinder evaluation also demonstrates, the impact of NDC investment will need to be considered in context of the investments made by other agencies. Positive outcomes in relation to crime and community safety are likely to depend on the effectiveness of mainstream interventions as well as those supported by the NDCs.

Table 6.1 Crime Expenditure and Projects by NDC

	NDC spend on Crime (£,000)	Percentage NDC spend on Crime	Total spend on Crime (NDC + Matched) (£,000)	Percentage of total spend on Crime	No. Crime Projects	Percentage Crime Projects
Bradford	3,197	8	3,197	9	19	11
Knowsley	1,169	5	1,774	5	14	13
Lambeth	1,331	6	2,226	8	10	13
Newcastle	3,630	11	5,607	12	14	10
Newham	3,500	8	3,502	7	14	13
Walsall	2,212	9	6,523	18	8	9

Source: CEA System K: figures to end 2005/06

6.7 In addition, the 2004 household survey asked respondents about the probability of being burgled. Those who were re-interviewed in 2006, and who had changed their mind between 2004 and 2006 about the probability of their house being broken into, were asked why their views had evolved. These figures need to be treated with caution because of the relatively small numbers involved. But results are of interest (Table 6.10):

- markedly more residents were less worried in 2006 than had been the case two years earlier, although less so in the two London case study areas
- in five of the six areas the fall in crime rates generally was the single biggest reason for people being less worried
- but many of the other key factors which had helped reduce fear of crime reflected on domestic target hardening programmes introduced by NDCs and/or partner agencies
- It is intriguing to note that, although all of the areas have probably seen an increasing police presence, this does not impact to any significant degree of people being less worried about burglary.

Table 6.2 Fear of burglary: changes in resident perceptions 2004 to 2006 (percentage changing response)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Less Worried	60	60	45	47	36	44	54
Crime decreased generally	26	19	16	13	11	12	16
New security windows/doors	14	12	6	20	7	11	11
New locks/chains fitted	17	7	4	10	7	7	11
Street wardens in the area	10	0	5	5	2	11	6
Burglar alarm fitted	10	7	1	5	2	6	8
Better security in garden/outside home	5	5	6	7	5	3	7
More police around	3	1	1	3	6	4	6
Lived here longer/familiar with area now	2	7	2	4	0	0	3
Have a dog now	0	4	0	3	2	2	3
Criminals/bad neighbours have gone	2	2	0	2	2	1	3
Neighbours are better	3	1	1	3	0	1	2
CCTV	2	2	0	1	0	2	1
Someone at home more	0	4	0	1	0	0	1
Have insurance now	1	0	3	0	1	0	0
More lighting/security lights	1	0	1	0	0	1	1
Alley gates installed	0	1	0	0	0	0	1
Other	1	6	9	2	6	3	5
More Worried	25	28	47	32	40	43	31
Was/know someone recently burgled	4	5	15	8	10	8	7
People hanging around outside	9	6	4	7	6	8	6
Crime increased generally	7	6	15	3	10	2	7
Lots of burglaries in area recently	2	4	14	1	12	3	5
Area has got worse generally	6	3	5	2	11	2	4
Problems with neighbours	4	2	0	3	1	3	2
Home less secure	2	1	4	1	0	1	1
I'm getting older	0	1	0	2	0	3	1
More kids/teenagers/gangs hanging around	0	0	1	1	0	2	1
More drug use	0	0	0	1	0	2	1
No longer have a dog	0	0	1	0	0	1	0
Other	4	5	6	10	2	11	7

Base: All longitudinal respondents saying they are more/less worried than last time: Bradford (112); Knowsley (140); Lambeth (97); Newcastle (107); Newham (106); Walsall (163)

- 6.8 Finally, even if usually expressed only tentatively, respondents also often have their views as to the plausible links between NDC interventions and outcomes. A brief overview in relation to all of the six case studies is outlined below.
- 6.9 In **Bradford**, respondents argue that changing outcomes are likely to have resulted in part from specific interventions implemented by the NDC. For example, deterrence and reassurance initiatives such as target hardening measures, better use of CCTV and community police/wardens/PCSOs, may have made the likelihood of theft, burglary and criminal damage less likely. However, it is also probable that the targeting of interventions around particular types of crime (e.g. Drugs Interactors), addressing issues of safety (Personal Safety training), and Arrest Referral may have both supported victims more effectively and also reduced the likelihood of (re)-offending. The area that remains a concern is around drugs use and drugs crime where continued efforts around three strands of the NDC's crime and community safety work appear to be warranted: policing and deterrence, support to victims and perpetrators, and education and diversion.
- 6.10 In **Lambeth** respondents pointed to a number of instances where specific interventions appear to have had a direct impact either on crime or fear of crime. For example the Drugs and Prostitution project helped contribute towards reductions in both the amount of open drug dealing and use in the area and the number of street-based prostitutes working in the area. Tackling both of these issues appears to have helped reduce the amount and the frequency to which residents are exposed to criminal activity. In addition funding of interventions such as the Safer Homes project have resulted in improved security for homes most at risk of burglary and this will have a direct influence on the likelihood of these homes being burgled. The fact that, to date, none of the houses with security improvements have been burgled highlights the direct contribution that this project will have made to the reduced burglary rate figures. The NDC has also developed projects that specifically seek to reduce the fear of crime. For example the personal safety and the CCTV project which both seek to make residents feel safer in the NDC area.
- 6.11 In **Knowsley** the point is made that there has been a reduction in fear of crime, together with a marked improvement in residents' perceptions of the area. It seems plausible to assume that this is due in part to a range of NDC sponsored reassurance and local improvement initiatives including:
- vandalism and graffiti and arson: the environmental work of the Neighbourhood Action Team
 - abandoned and burnt out cars: the 'target hardening' work on 'St. Dom's Field', effectively removing the prime site for such activity
 - being insulted or pestered/teenagers hanging around the streets/hooliganism: a mix of youth alternative activities programmes and Section 30 dispersal notices on part of the estate

- Drug dealing and usage: crackhouse closures undertaken by the Problem Solving Team/Chameleon project
 - 'muggings and robbery': high visibility policing in the area.
- 6.12 In relation to violence and assault, it is possible that the Domestic Violence project might have contributed to a 10 percentage points reduction in those worried about being physically attacked by someone they know.
- 6.13 In **Newcastle**, it is the view of the police that the impact of extra officers in the NDC area has been significant in helping to secure falling levels of crime. One interviewee argued that reduced crime was due to a combination of increased levels of intelligence, together with additional visible and flexible police initiatives and operations. Additional resources have enabled high profile operations to occur such as the response to disorder in Nuns Moor Park area over a two month period. One respondent suggested that the ability of the police to use additional NDC resources in a flexible manner to meet evolving needs is reflected in more obvious signs of falling crime than has occurred in the in the bordering Neighbourhood Management Pathfinder area. It seems reasonable too to assume that the substantial reduction in burglary can be attributed at least in part to various target hardening initiatives. For instance, the 2006 Household Survey indicates that among those who are less worried about burglary there has been a slight increase in respondents stating the reason for this is new security windows/doors of new locks/chains fitted. The Partnership also argues an increased feeling of safety in the community has occurred in part due to awareness of the increased police presence:
- "There's been a high crime rate for many years. Three generations of families who are known villains. People were afraid to report crime. Community police and others are sorting it out. People are not so frightened to report. You can ring in if there's a problem and cameras can scan in on the area."*
- 6.14 The strong community involvement and development ethos adopted by the NDC is also seen to have had an impact on aspects of crime:
- "The fact that NDC is community-led is a given, hammered home all the time. Community representation is now accepted by all officers and it's a genuine partnership, playing to each others strengths. Residents have come a long way from being involved in community engagement projects. The area has also moved forward – homes are fully let and there is demand'."*
- 6.15 In **Newham**, figures from the household survey suggest that local perceptions of crime are starting to catch up with the reality: the area does appear safer than it did five or six years ago, and this is starting to be recognised by the local community. During the NDC lifetime, critically, the Safer Neighbourhoods Teams have arrived, along with a variety of other changes in policing and the criminal justice system, all of which may have

contributed to the changes in recorded crime. At the same time, some of the positive changes introduced by or as a result of the NDC's presence may, paradoxically, have *adversely* affected crime figures. For example, the consensus amongst interviewees was that the improvements (including to lighting and other safety measures) to Memorial Park had led to a significant increase in usage which may be associated with an increase in the numbers of incidents. Similarly, both resident and police interviewees thought that the local community was more prepared to co-operate with the police than had been the case five years ago – thus perhaps leading to a greater readiness to report crime than before. Plausible links between NDC actions and positive crime and community safety outcomes include the following:

- according to police sources, NDC initiatives on burglary led to local reductions (even if there was some displacement)
- the reduction in levels of violent crime (in contrast to elsewhere) may be seen, to some extent, to derive from improved security in Memorial Park
- reduced criminal damage may reflect improved lighting and other security measures.

6.16 In **Walsall**, there is a belief that crime reduction has come primarily through extra resources that the area has been designated. These include a 10 person team and 250 police overtime hours per month, compared with 25 overtime hours in surrounding non-NDC areas, which generally anyway have smaller teams. Respondents highlight the positive impact on crime levels arising from the more intensive policing of the NDC area. They suggest that the increased police presence allows a quick and appropriate response to criminal activity and also acts as a deterrent, as potential offenders are aware that criminal activity will be responded to quicker than in other areas with less police resources. Interventions which are also seen as likely to have impacted on crime include the Block Grant project which has provided lights and alarms to a large number of buildings and sheds in the area, and the introduction of CCTV in particular areas. The focus of these activities has been on hotspots in line with a problem solving approach towards crime. Respondents closely aligned to the Block Grant and wardens argue that these projects have played '*a major role*' in reducing the fear of crime by securing properties and providing reassurance to the public through visible contact.

6.17 In focus groups residents were asked about their perceptions of the **impact** of NDCs and of **change** within their local communities. Very few participants were able to assess the impact of NDC in their areas. This is not surprising, as although most participants had heard of NDC and could attribute various initiatives to it they did not on the whole have a detailed knowledge of the aims and purpose of the programme. Furthermore, they often had difficulty differentiating NDC interventions from those implemented by other agencies and so found it difficult to tell which changes had occurred as a result of NDC and which were the result of other influences. However, residents did provide some important insights into the ways that the Case Study areas were changing as a result interventions. There were three key areas of discussion:

- crime reduction: Improvements such as having more wardens and police available were welcomed but there was also a sense that these were short term measures and that the budget would eventually be cut and crime levels would rise again
- physical environment: Many residents noted significant improvements to housing stock and to the physical environment generally (e.g., new lighting, painting rails, new fences, landscaping to common space, etc)
- community facilities: There was a common perception across all six areas that there were increasingly more community activities available, but these were small and often not well known to the general population; there was a sense that once you had a 'reason' to know about different activities available (e.g., parents with young children), you were aware of the range of different things available to the community.

Impact and outcomes: tensions and dilemmas

6.18 Work in these six case study NDC areas, has also revealed a number of more reflective issues which have impacted on the ability of Partnerships in their efforts **to assess and to interpret change** in the broad area of crime and community safety. Four issues are worth pointing out:

- first, there is the issue of understanding **change through time**. This has emerged as an issue in Walsall for instance, where one respondent noted that *"reductions were easy at the beginning but now it is more difficult as the more challenging crimes have to be addressed"*. This could become a particular problem as the NDC attempts to close the gaps because surrounding areas, and indeed the district as a whole, are also doing well. As the NDC crime manager points out: *'to reduce crime to achieve the Walsall targets, taking into account the Walsall performance, I've got to reduce volume crime by 10% this year, 12% the year after, 15% the year after that, 17% the year after that and 21% the year after that. The performance that we've got to do is enormous"*. NDCs in common with other renewal agencies may find that making some initial inroads into closing the gaps is relatively easy. It likely to be much more difficult to sustain an increasing rate of positive change
- second, **relationships between fear, and experience of, crime are far from straightforward**. The comment has been made in the past by at least some NDC Partnerships that falling crime rates have not fed through to reduced fear of crime. When taken together evidence from across these six areas suggests this may have become less of an issue: in general fear of crime is dropping sharply. But relationships between crime and fear of crime, nevertheless, remain complex at the level of the individual NDC. Some relationships appear logical. According to the 2006 Household Survey Walsall saw the largest fall in fear of, and one of the sharpest reductions in actual, crime amongst these six. But, on the other hand, fear of crime fell in Newcastle when actual experience of crime appeared to

rise. Fear of crime will be driven by a range of impulses of which actual crime is only one element

- third, NDCs point to instances where it is plausible to argue that crime or fear of crime have fallen as a result of ‘non crime and community safety’ activities and interventions being pursued by other agencies. But this may not always be the case. **Other agendas can impact in a negative fashion on crime and community safety outcomes.** In Walsall for instance, Bloxwich Housing Group (which forms part of Walsall Housing Group) has enacted a Housing Strategy, in conjunction with other partners including the NDC, an important and positive feature of which has been the demolition of a number of flats and houses in the area, which had an important impact on reducing signal crime and the fear of crime. However, BHG has also taken other decisions that might potentially have perverse implications. One example is the apparent lack of significant security in key housing development sites, resulting in an increase in reported criminal damage. Similarly, there is a view locally that Walsall Housing Group has had an impact on crime and community safety by moving particularly ‘troublesome’ tenants into the area. Although policies adopted by other agencies tend to support and complement NDC strategies designed to reduce fear and experience of crime, this may not always be the case. Other policy imperatives and financial requirements imposed on delivery can, unexpectedly, have a deleterious impact on the crime and community safety agenda
- fourth it is clear that an increasing number of local respondents are exploring the degree to which **positive changes crime and community safety outcomes can be sustained into the future.** In Lambeth for instance, there is a view that the area has benefited from having a theme manager acting as a conduit for local information, co-ordinating activity, and facilitating relationships amongst agencies. Local respondents are uncertain as to how, if at all, this might be taken on by Clapham Park Homes, which will oversee the planned redevelopment of the area. There is a strong sense that whilst funding for project activity might end in the next couple of years, there is still need for this co-ordinating role to continue in some form, particularly given the scale of redevelopment planned for the area. In Walsall too local respondents point to a challenging relationship with the local authority, as evidenced by the Council not approving continuation funding for borough-wide wardens. This has inevitably resulted in fewer wardens, a diminishing visible presence in the area and a reduced ability to consult communities.

6.19 The final chapter of this report outlines the implications arising from the research.

Chapter 7

Implications from the Research

- 7.1 On balance, the case study NDCs have had some successes in their approaches to delivering safer neighbourhoods. In general, crime levels have fallen, residents' perceptions of crime and the fear of crime have improved and they are in general more optimistic about their communities and positive about quality of life indicators. Whilst there are limitations to the extent to which firm conclusions can be drawn about relationships between interventions and outcomes, there are clear indications from the Case Study NDCs that a holistic approach, which combines informed and integrated project delivery with a multi agency approach has much potential for addressing crime and community safety issues at the local level.
- 7.2 The NDC Case studies have **added value** through:
- successfully engaging agencies and communities in the work in the theme
 - providing a clear strategy for tackling crime and community safety issues
 - bringing a neighbourhood focus to interventions and linking these interventions to multi-agency partnerships
 - support for the problem-solving approach
 - providing a forum for community and agencies, especially the police, to come together
 - challenging agency agendas
 - providing funding to enhance mainstream and agency approaches.
- 7.3 In the case studies where crime statistics have worsened, there are good grounds for understanding why this is the case in the short term due to major, ongoing physical redevelopment works and the proactive enforcement actively encouraged by the NDCs.
- 7.4 The case studies suggest a number of implications for policy and practice. These are outlined below.

- NDC resources have '**enhanced**' mainstream services – providing additional services or flexibility in delivery – and there is evidence that these approaches have been successful in reducing crime by allowing for co-ordinated and immediate responses to problems and 'hotspots'. The flexible use of NDC resources to supplement mainstream police budgets has been highlighted by respondents as particularly beneficial and there may be scope for replicating this approach in other neighbourhood renewal programmes. However, despite commitments to mainstream some specific activities (Police Community Support Officers and additional beat police, for instance) police forces are unlikely in all cases to be able to maintain **current levels of service** beyond NDC. And it remains to be seen whether 'gains' in the reduction of crime levels in these NDC areas will be sustained in the absence of NDC resources
- the approach to delivering safer neighbourhoods within the case study NDCs has focused on **prevention, detection and enforcement**. There has less been emphasis on integration or restorative justice. In the context of Neighbourhood Renewal there may be limitations in an approach which leads to exclusionary outcomes for people caught up in criminal activity. Whilst these issues may be beyond the scope of NDCs working alone, there may be long term implications for Neighbourhood Renewal if neighbourhood based organisations do not actively seek to create environments which help to **resettle offenders**
- evidence from the case studies suggests that **neighbourhoods** are an appropriate spatial scale at which to co-ordinate interventions and address some community safety issues: crimes against property, and anti-social behaviour and youth nuisance. The very local focus of NDCs has been valuable in addressing the problems caused by relatively small groups of young people and a key strength of NDCs has been their ability to **reflect local concern** in relation to ASB and to take action accordingly. But there may be some issues which require interventions beyond NDC resources and **spatial scales**, for instance drug-related crimes which cut across a range of deprived communities
- neighbourhood-based **multi-agency partnerships** that reach beyond the main criminal justice agencies (to include for example, social landlords, neighbourhood managers, and those responsible for housing maintenance) can provide valuable intelligence as well as mechanisms for crime prevention and project implementation and in the case study NDCs these partnerships have been central to the co-ordinated approach to local issues. It is important that these fora are linked into agencies/programmes with a wider geographical remit. There is limited evidence within the case study NDCs of any systematic links with Local Strategic Partnerships or Local Area Agreements. Only one of the case study NDCs, Bradford, has worked closely with the probation service, notably on target hardening projects in which offenders are required to install security in properties as part of their probation

- the police have clearly been a key agency in implementing the NDC's approach to safer neighbourhoods. But respondents in the NDC case studies suggest that **social infrastructure projects** will probably be most important in sustaining long-term change. Projects which focus on education, family support, youth activities, community facilities and employment were seen to play a crucial role in instigating the cultural change required to sustain reductions in crime levels. These projects are commonly delivered by third sector agencies but evidence to date is that these projects are the least likely to be **mainstreamed** or to attract secure funding from outside the NDC. Again, there may be implications for the long term sustainability of outcomes if alternative funding streams are not available to non-mainstream providers. The sustainability of integrated support services needs to include forward plans for projects outside of mainstream agencies. An **asset-based** strategy may not be sufficient to support social infrastructure projects which are unlikely to be adopted by mainstream service providers
- there are clear messages too about the importance of **holistic approaches** to crime and community safety; evidence from the case study NDCs it that it is vital to combine support for 'safer' communities with mechanisms which aim to build 'stronger' communities through the development of social capital and resources
- **community involvement** has been critical; communities are a key source of information for agencies and ultimately the resource on which safer neighbourhoods will depend. But it is important to recognise the limits to community engagement: an emphasis on community priorities can mean that some issues receive less attention (for instance violence) and there is an understandable tendency for communities to prioritise enforcement
- interventions which aim to **transform** communities through demolition and redevelopment might, in the short to medium term, result in increases in crime rates in particular 'hotspots'. There is a need in these instances for a 'long term' view and the recognition that closing the gap with local authority districts or other comparator areas might be difficult in the short to medium term
- it is important to use a range of **evidence and data** in planning and delivering interventions. In particular, developing an intelligence base that combines rigorous analysis with the informal intelligence that comes from residents is valuable. The case study NDCs have responded directly and clearly to key concerns raised by residents, through consultations and in the household survey
- a **strategic approach** based around core themes (policing and deterrence, support to victims and perpetrators, and education and diversion) and routed in a flexible, problem solving approach appears logical. This should be complemented by the coordinated delivery of projects: operational level partnerships appear to be an effective way of achieving this

- community based partnerships have a key role in working with local communities and can be effective in **brokering** and strengthening better relationships between communities and agencies, notably the police. **Communication** to residents through newsletters and consultation through community forums and organisations is vital in ensuring the vitality of crime and community safety programmes. These also serve to raise the profile of interventions and provide safe conduits for residents to provide agencies with intelligence.

Appendix 1

Research Approach

Four key research tasks were undertaken in the six case Study NDCs during 06/07:

- project reviews
- data analysis
- interviews
- focus groups

Project Reviews

35 project reviews were undertaken across the Case Studies. Common workbooks were used to address issues around project planning and development, funding, community and agency engagement and outcomes.

Data analysis

Analysis was undertaken of recorded crime and Ipsos Mori household survey data for the case study NDCs. Recorded crime data was used to produce the analysis of displacement and diffusion and analysis of changing patterns of crime over time. All sources of data have been analysed together to inform this report.

Interviews

Semi-structured interviews were informed by data and topic guides tailored to reflect the particular circumstances in each case study NDC. Interviews were used to explore what lies behind changes and variations in outcomes and to build up explanations for how these outcomes have been achieved.

Approximately 8-10 interviews in each Case Study NDC: typically to including Crime and Community Safety theme leader, Board rep(s) involved in Crime and Community Safety theme groups, representatives of relevant agencies, partnerships and projects – police (Safer Neighbourhood Teams), Local

Strategic Partnership, Youth Inclusion Programmes, Youth Offending Teams, local authorities, neighbourhood wardens – and other key local activists.

Topic Guide

Interviewee's role

- What is the interviewee's role? What is the role in relation to the NDC? How long has s/he been associated with it?

The nature of the problem

- What is the nature of the 'problem' within the NDC area? – prompt for crime, fear of crime, ASB, environmental problems, drugs. Try to get a sense of the relative importance of these issues – are some more prevalent than others? are some issues persistent and difficult to address?
- How has the nature of the problem changed over time?
- Do different issues affect different groups within the NDC population? prompt for young people, elderly, minority ethnic communities
- Do different issues affect different areas within the NDC neighbourhood? prompt for 'problem' estates, run down public space, crack houses, hotspots etc

The NDC approach

- How has the NDC approached crime and community safety issues? – prompt for strategy, particular interventions, timing and phasing, targeting of particular areas/groups
- Why was this approach pursued? What is rationale or Theory of Change?
- What is the NDC aiming to achieve?
- What evidence has the NDC used to inform its approach?
- How is it measuring its impact? – prompt for use of data, explore whether utilising evidence to measure impact/outcomes not captured by NET data
- What are the strengths and weaknesses of the NDC approach?

Resources

- What resources has the NDC committed to crime and community safety outcomes?
- Has this changed over time?

- How does this compare to that committed by other agencies? – prompt for detail and whether data is available
- Has the NDC planned its investment in the context of that of other agencies – e.g. by plugging gaps, or by withdrawing/reducing investment in relation to increasing input from other agencies

Impact

- What has the NDC achieved in relation to crime and community safety outcomes? What is the evidence for this?
- Has impact been different for different areas and in relation to different groups? Why is this?
- What have been the main drivers and barriers? prompt for relative importance, internal and external factors
- In what ways have changes within the NDC neighbourhood differed to those that have occurred elsewhere? (in the Borough, wider neighbourhood, other deprived communities) Why has this happened?
- Have positive outcomes in NDC areas resulted in negative impacts on surrounding communities? What evidence is there to support this?
- What would have happened in the absence of NDC?

Community

- How has the NDC engaged the community in crime and community safety activities?
- How well has this worked? – prompt for involvement over time, whether CCS is a ‘popular’ theme, how interest has been maintained
- Have some groups been more involved than others? why is this? what effect does that have? – prompt for young people, elderly, black and minority ethnic communities, business sector, schools
- Have there been any tensions between community priorities in relation to crime and community safety and those of the NDC and agencies? How have these been overcome?
- What are the advantages and disadvantages of the NDC approach?
- What impact has community engagement had on crime and community safety outcomes? What evidence is there to support this?

Agency

- Which agencies have been involved in the planning and or delivery of crime and community safety interventions?
- How have they been involved? prompt for detail – Board or project, who represents, length of time involved etc
- Have any agencies been absent? – prompt for details, which, why?
- To what extent has delivery of NDC priorities been helped or hindered by agency involvement? prompt for specific examples and evidence of impact
- Have NDC priorities matched or clashed with those of other agencies? What impact has this had?
- Are there other ABIs involved in crime and community safety activities in the NDC area? How has the NDC engaged with these? What effect has this had?
- Has the NDC influenced the way that agencies deliver crime and community safety services in the NDC area? How? prompt for examples

Sustainability

- Have any NDC interventions been mainstreamed? Prompt for detail – if yes, which, why these ones – if no, why not
- Are the NDC targets aligned with local LAA outcomes?
- What has the NDC done/will do to ensure the long term maintenance of positive crime and community safety outcomes?
- What are the critical factors?
- What will be the key challenges?

Focus Groups

Ipsos Mori conducted one focus group in each Case Study NDC.

Data synthesis and analysis

Local evaluators produced 10-20 page reports for each case study Partnership, drawing together evidence from each of the research tasks. These reports formed the evidence base for this report.

Appendix 2

Crime and Community Safety Indicators

Household Survey Data 2006

Table 1 Crime and Community Safety Indicators: all respondents 2006 (percentages)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	66	70	77	74	63	78	71
Quality of life good	78	81	81	78	79	86	80
High Lawlessness & Dereliction score ³⁶	9	21	11	13	15	10	15
Feel part of the community	51	47	44	46	37	48	42
Neighbours look out for each other	68	67	45	54	49	75	61
Feel unsafe after dark	46	32	43	43	50	43	45
High fear of crime score	23	16	21	19	30	18	21
Victim of at least one type of crime	32	29	29	43	31	22	29
Trust police	69	57	64	72	71	62	63

Base: All respondents; Walsall (402), Bradford (404), Knowsley (410), Lambeth (403), Newcastle (407) Newham (400), NDC (15,792)

36 See Appendix 3 for definition of Lawlessness and Dereliction Score

Table 2 Crime and Community Safety Indicators: male respondents 2006 (percentages)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	67	72	84	77	63	76	72
Quality of life good	80	83	78	78	77	89	81
High Lawlessness & Dereliction score	9	22	8	9	10	12	14
Feel part of the community	50	45	40	38	27	46	42
Neighbours look out for each other	61	60	44	48	45	72	59
Feel unsafe after dark	35	18	34	34	35	36	33
High fear of crime score	16	11	9	9	17	12	13
Victim of at least one type of crime	31	29	27	43	33	21	28
Trust police	71	60	67	70	71	52	62

Base: All male respondents; Walsall (158), Bradford (185), Knowsley (131), Newcastle (213), Lambeth (153), Newham (141), NDC (6,367)

Table 3 Crime and Community Safety Indicators: female respondents 2006 (percentages)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	65	69	70	71	63	80	69
Quality of life good	75	80	84	77	80	83	80
High Lawlessness & Dereliction score	9	19	15	16	19	9	17
Feel part of the community	50	48	48	53	47	51	43
Neighbours look out for each other	75	73	47	60	53	77	63
Feel unsafe after dark	58	42	52	53	64	49	57
High fear of crime score	31	20	32	30	44	23	28
Victim of at least one type of crime	32	28	31	44	29	22	30
Trust police	67	55	61	74	72	71	64

Base: All female respondents; Walsall (244), Bradford (219), Knowsley (279), Newcastle (194), Lambeth (250), Newham (259), NDC (9,425)

Table 4 Crime and Community Safety Indicators: respondents aged 16 to 24 2006 (percentages)							
	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	61	64	70	72	81	n/a	68
Quality of life good	76	90	84	83	87	n/a	85
High Lawlessness & Dereliction score	12	42	11	8	21	n/a	20
Feel part of the community	43	40	26	31	43	n/a	34
Neighbours look out for each other	67	67	23	48	53	n/a	54
Feel unsafe after dark	42	20	54	43	37	n/a	42
High fear of crime score	22	7	17	14	37	n/a	19
Victim of at least one type of crime	32	28	35	42	42	n/a	34
Trust police	69	66	65	69	74	n/a	62

Base: All respondents aged 16 to 24; Walsall (24), Bradford (55), Knowsley (34), Newcastle (83), Lambeth (44), Newham (30), NDC (1,653)

Table 5 Crime and Community Safety Indicators: respondents aged 65 and over 2006 (percentages)							
	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	76	82	80	71	57	85	79
Quality of life good	79	78	80	81	75	88	82
High Lawlessness & Dereliction score	6	3	0	10	16	2	6
Feel part of the community	47	44	56	58	31	46	47
Neighbours look out for each other	75	70	53	59	34	74	66
Feel unsafe after dark	67	38	49	47	52	52	53
High fear of crime score	19	14	15	24	24	13	15
Victim of at least one type of crime	22	15	17	18	24	9	15
Trust police	76	63	68	77	82	57	66

Base: All respondents aged 65 and over; Walsall (125), Bradford (69), Knowsley (106), Newcastle (56), Lambeth (55), Newham (62), NDC (3,518)

Table 6 Crime and Community Safety Indicators: white respondents 2006 (percentages)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	56	70	75	74	50	78	70
Quality of life good	73	82	81	77	74	86	81
High Lawlessness & Dereliction score	10	21	12	14	18	10	16
Feel part of the community	30	47	43	42	30	48	40
Neighbours look out for each other	56	67	46	54	47	75	63
Feel unsafe after dark	64	32	46	41	54	42	46
High fear of crime score	22	16	21	18	24	17	19
Victim of at least one type of crime	35	29	34	39	33	21	30
Trust police	57	57	65	67	69	62	62

Base: All white respondents; Walsall (395), Bradford (176), Knowsley (408), Newcastle (278), Lambeth (221), Newham (211), NDC (11,772)

Table 7 Crime and Community Safety Indicators: non-white respondents 2006 (percentages)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	71	n/a	78	75	75	n/a	74
Quality of life good	79	n/a	82	80	83	n/a	79
High Lawlessness & Dereliction score	9	n/a	11	10	12	n/a	14
Feel part of the community	59	n/a	44	52	45	n/a	49
Neighbours look out for each other	74	n/a	45	55	52	n/a	55
Feel unsafe after dark	38	n/a	38	46	47	n/a	43
High fear of crime score	24	n/a	21	21	37	n/a	25
Victim of at least one type of crime	30	n/a	24	50	30	n/a	26
Trust police	75	n/a	62	79	73	n/a	66

Base: All non-white respondents; Walsall (7), Bradford (226), Knowsley (2), Newcastle (128), Lambeth (178), Newham (187), NDC (3,949)

Household Survey Data: Change 2002 – 2006

Table 8 Crime and Community Safety indicators: all respondents change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	18	11	9	11	16	8	11
Quality of life good	7	5	5	1	6	4	4
High Lawlessness & Dereliction score	-20	-18	-12	-3	-17	-19	-16
Feel part of the community	8	13	-1	9	13	3	7
Neighbours look out for each other	-1	-7	-1	0	6	4	2
Feel unsafe after dark	-13	-9	1	-8	-17	-12	-10
High fear of crime score	-14	-9	-5	-3	-13	-12	-12
Victim of at least one type of crime (in the last 12 months)	-3	-6	1	9	-5	-2	-6
Trust police	-6	-3	8	1	5	7	5

Base: All respondents; Walsall 2002 (500), 2006 (402); Bradford 2002 (517), 2006(404); Knowsley 2002 (508), 2006 (410); Newcastle 2002 (501), 2006 (407); Lambeth 2002 (500), 2006 (403); Newham 2002 (501), 2006 (400); NDC 2002 (19,574), 2006 (15,792)

Table 9 Crime and Community Safety indicators: male respondents change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	25	13	5	12	9	7	12
Quality of life good	12	3	-3	1	9	9	4
High Lawlessness & Dereliction score	-21	-18	-15	-3	-12	-20	-16
Feel part of the community	10	12	-13	-1	7	1	6
Neighbours look out for each other	-12	-10	-7	-9	2	-3	1
Feel unsafe after dark	-19	-4	1	-3	-7	-8	-9
High fear of crime score	-5	-8	-7	-7	-7	-4	-8
Victim of at least one type of crime (in the last 12 months)	-4	-7	7	8	-5	-4	-6
Trust police	3	-7	11	2	-1	16	5

Base: All male respondents; Walsall 2002 (206), 2006 (158), Bradford 2002 (234), 2006 (185), Knowsley 2002 (178), 2006 (131), Newcastle 2002 (237), 2006 (213), Lambeth 2002 (207), 2006 (153), Newham 2002 (198), 2006 (141), NDC 2002 (8,033), 2006 (6,367)

Table 10 Crime and Community Safety indicators: female respondents change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	12	8	13	11	22	10	10
Quality of life good	3	8	12	1	3	0	4
High Lawlessness & Dereliction score	-19	-17	-9	-4	-21	-19	-15
Feel part of the community	6	14	11	19	18	4	8
Neighbours look out for each other	7	-4	5	9	9	10	3
Feel unsafe after dark	-8	-15	2	-14	-27	-15	-11
High fear of crime score	-21	-9	-3	0	-18	-20	-15
Victim of at least one type of crime (in the last 12 months)	-2	-5	-4	10	-5	0	-5
Trust police	-12	1	6	0	10	-3	4

Base: All female respondents; Walsall 2002 (294), 2006 (244), Bradford 2002 (283), 2006 (219), Knowsley 2002 (330), 2006 (279), Newcastle 2002 (264), 2006 (194), Lambeth 2002 (293), 2006 (250), Newham 2002 (303), 2006 (259), NDC 2002 (11,541), 2006 (9,425)

Table 11 Crime and Community Safety indicators: respondents aged 16 to 24 change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	1	6	34	9	10	n/a	13
Quality of life good	5	4	9	0	7	n/a	5
High Lawlessness & Dereliction score	-7	-15	-12	-12	-23	n/a	-16
Feel part of the community	-12	0	7	-2	25	n/a	3
Neighbours look out for each other	-4	-18	13	-4	17	n/a	2
Feel unsafe after dark	-14	11	-10	-11	-32	n/a	-10
High fear of crime score	-34	-12	-1	-5	-30	n/a	-16
Victim of at least one type of crime (in the last 12 months)	-18	-7	19	4	3	n/a	-6
Trust police	1	-8	15	-5	-5	n/a	2

Base: All respondents aged 16 to 24; Walsall 2002 (44), 2006 (24), Bradford 2002 (88), 2006 (55), Knowsley 2002 (73), 2006 (34), Newcastle 2002 (113), 2006 (83), Lambeth 2002 (60), 2006 (44), Newham 2002 (64), 2006 (30), NDC 2002 (2,726), 2006 (1,653)

Table 12 Crime and Community Safety indicators: respondents aged 65 and over change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	24	-3	-2	0	15	17	11
Quality of life good	5	-2	-3	4	4	7	2
High Lawlessness & Dereliction score	-18	-15	-1	1	-8	-17	-11
Feel part of the community	13	31	1	26	5	11	9
Neighbours look out for each other	-2	-5	-30	2	3	20	1
Feel unsafe after dark	-21	-17	-11	-15	-11	-5	-14
High fear of crime score	-2	-5	-10	4	-3	-3	-10
Victim of at least one type of crime (in the last 12 months)	-3	5	5	2	-7	-5	-6
Trust police	4	11	27	18	2	19	8

Base: All respondents aged 65 and over; Walsall 2002 (155), 2006 (125), Bradford 2002 (87), 2006(69), Knowsley 2002 (101), 2006 (106), Newcastle 2002 (78), 2006 (56), Lambeth 2002 (44), 2006 (55), Newham 2002 (76), 2006 (62), NDC 2002 (3,772), 2006 (3,518)

Table 13 Crime and Community Safety indicators: white respondents change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	18	10	4	8	16	14	11
Quality of life good	7	2	1	-3	5	6	3
High Lawlessness & Dereliction score	-20	-19	-12	-3	-17	-25	-16
Feel part of the community	8	16	-4	10	13	-5	6
Neighbours look out for each other	-1	-7	-6	-1	5	0	3
Feel unsafe after dark	-12	-10	2	-10	-18	-7	-10
High fear of crime score	-14	-3	-11	0	-14	-14	-12
Victim of at least one type of crime (in the last 12 months)	-3	-2	0	10	-6	-1	-5
Trust police	-5	-2	10	0	5	-2	4

Base: All white respondents; Walsall 2002 (487), 2006 (395), Bradford 2002 (273), 2006 (176), Knowsley 2002 (505), 2006 (408), Newcastle 2002 (391), 2006 (278), Lambeth 2002 (287), 2006 (221), Newham 2002 (287), 2006 (211), NDC 2002 (15,227), 2006 (11,772)

Table 14 Crime and Community Safety indicators: non white respondents change 2002 to 2006 (percentage point change)

	Bradford	Knowsley	Lambeth	Newcastle	Newham	Walsall	All NDCs
Satisfied with area	-50	n/a	12	19	13	n/a	10
Quality of life good	-50	n/a	9	12	50	n/a	8
High Lawlessness & Dereliction score	0	n/a	-12	-1	-17	n/a	-14
Feel part of the community	0	n/a	2	2	1	n/a	7
Neighbours look out for each other	-50	n/a	5	2	19	n/a	1
Feel unsafe after dark	-50	n/a	2	-5	7	n/a	-9
High fear of crime score	-50	n/a	0	-12	24	n/a	-13
Victim of at least one type of crime (in the last 12 months)	-50	n/a	4	2	38	n/a	-6
Trust police	-50	n/a	6	-1	4	n/a	5

Base: All non-white respondents; Walsall 2002 (13), 2006 (7), Bradford 2002(244), 2006 (226), Knowsley 2002 (2), 2006 (2), Newcastle 2002 (110), 2006 (128), Lambeth 2002 (213), 2006 (178), Newham 2002 (212), 2006 (187), NDC 2002 (4,309), 2006 (3,949)

Appendix 3

Lawlessness and Dereliction Score

Lawlessness and Dereliction score

<p>QUESTION QQL3: I am going to read out a list of things that can cause problems for people in their area. I would like you to tell me whether each of them is a problem in this area?</p>	
<p>Ten components included within lawlessness and dereliction composite score:</p> <ul style="list-style-type: none"> D Run down or boarded up properties E Abandoned or burnt out cars I Vandalism, graffiti and other deliberate damage to property K People being attacked or harassed L Household burglary M Car crime (e.g. damage, theft and joyriding) N Teenagers hanging around on the streets O Drug dealing and use P Property being set on fire Q Disturbance from crowds or hooliganism 	
<p>Responses:</p> <ul style="list-style-type: none"> A serious problem in this area A problem in this area, but not serious Not a problem in area Don't know 	<p>Contribution towards composite score</p> <ul style="list-style-type: none"> 3 2 1 1

Lawlessness and Dereliction score: classification

lawlessness & dereliction

Low (10-14)

Moderate (15-20)

High (21-30)

Appendix 4

Selection of Case Study NDCs

Four criteria were used to inform the selection:

- 'good performance'
- regional spread
- type of neighbourhood
- strategic approach

Good performance

An overarching aim of case study work is to achieve a better understanding of good practice in NDC Partnerships and to disseminate what is working to the neighbourhood renewal community more generally. Therefore case studies were selected from amongst better performing NDCs. 'Good performance' was identified using:

- Performance Management Framework scores
- Index of Relative change: performance of each NDC area between 2001/2 and 2004 against that achieved in the other 38 NDC areas
- Closing the gap with parent Local Authorities.

The six preferred NDCs are amongst the top performers on the basis of this evidence.

It should be stressed that this selection was based on evidence available to the national evaluation team as of early 2006.

Regional spread

In order to ensure wider contextual issues are captured there was always a strong case for a **regional spread** of case study NDCs. Two were selected in London because:

- 10 NDCs are located there
- London NDCs tend collectively to be rather different to other Partnerships e.g. major pressures in terms of housing demand, but often higher than NDC Programme wide averages in relation to some indicators such as educational attainment
- methodologically it is useful to have 2 case studies located within one city in order to provide a 'common institutional/market context' within which to explore why and how change is occurring
- there is the argument that more is happening in London which is likely to impact on NDC performance e.g. the 2012 Olympics
- the two NDCs involved, Lambeth and Newham, are different in strategic approach: the former being part of a major redevelopment proposal, the latter adopting more of an incremental approach.

The remaining four NDCs are located in those 'non-London regions' accommodating most NDCs: the North-East; the North-West; the West Midlands; and Yorkshire and the Humber.

Type of neighbourhood

In addition the six selected case studies represent a range **across key socio-demographic variables**:

- Tenure profile: proportion of social renters ranges from 36 per cent (Bradford) to 68 per cent (Knowsley), the NDC average being 55 per cent
- Proportion of residents from black and minority ethnic communities: ranges from one per cent (Knowsley) to 64 per cent (Bradford) compared with a NDC wide range of one per cent to 82 per cent and an average of 27 per cent.

Strategic approach

The overall strategic approach has been addressed using four indicators (Tables 1 and 2):

- existence of an exit strategy: three of the six had a formal exit strategy in late 2005 compared with 15 out of the 39 NDCs
- legal status: all six are companies limited by guarantee
- proportion of resident board members ranges from 41 per cent (Lambeth) to 67 per cent (Walsall) compared with a Programme wide average of 54 per cent

- the mix of spend across themes appears largely representative of the Programme as a whole: for example, the proportion of total spend directed towards community safety outcomes ranges from six per cent (Newham) to 28 per cent (Walsall) compared with a range of three per cent to 28 per cent across the Programme; there is also a useful range across the six in relation to the relative allocation of overall expenditure; for instance health varies from one per cent to 14 per cent, worklessness four per cent to 20 per cent; crime six per cent to 28 per cent and ; HPE 19 per cent to 51 per cent.

Table 1 Strategic approach			
NDC	% resident board members	Does the partnership have an exit strategy?	Legal Status
Birmingham A	53	No	Other
Birmingham KN	57	Yes	Co. Ltd. by guarantee
Bradford	48	Yes	Co. Ltd. by guarantee/CD trust/Charity
Brent	63	No	No legal status
Brighton	50	Yes	Co. Ltd. by guarantee
Bristol	57	Yes	Co. Ltd. by guarantee/Charity
Coventry	45	Yes	No legal status
Derby	46	No	Charity
Doncaster	48	Yes	No legal status
Hackney	67	Yes	Co. Ltd. by guarantee/Charity
Haringey	38	No	No legal status
Hartlepool	52	Yes	No legal status
H'smith & Fulham	47	No	No legal status
Hull	44	No	Co. Ltd. by guarantee/CD trust/Charity
Islington	67	No	No legal status
Knowsley	56	No	Co. Ltd. by guarantee
Lambeth	41	No	Co. Ltd. by guarantee
Leicester	80	No	Co. Ltd. by guarantee
Lewisham	48	No	No legal status
Liverpool	31	No	Co. Ltd. by guarantee
Luton	73	No	Co. Ltd. by guarantee/CD trust
Manchester	50	Yes	No legal status
Middlesbrough	42	No	Co. Ltd. by guarantee
Newcastle	55	No	Co. Ltd. by guarantee
Newham	59	Yes	Co. Ltd. by guarantee
Norwich	60	Yes	Co. Ltd. by guarantee/CD trust
Nottingham	72	No	Co. Ltd. by guarantee
Oldham	37	No	No legal status
Plymouth	41	Yes	No legal status
Rochdale	41	No	Society to benefit the community
Salford	65	No	No legal status
Sandwell	55	No	No legal status
Sheffield	48	No	Co. Ltd. by guarantee
Southampton	63	No	No legal status
Southwark	70	No	No legal status
Sunderland	54	No	Co. Ltd. by guarantee
Tower Hamlets	61	No	Co. Ltd. by guarantee
Walsall	67	Yes	Co. Ltd. by guarantee/Charity
Wolverhampton	60	No	Co. Ltd. by guarantee

■ Preference Case study NDCs ■ Substitute NDCs

Table 2 Theme expenditure to 2004-05: % of total spend

NDC	Community development	Safety	Education	Health	Housing & Physical Environ	Worklessness
Birmingham A	5	13	20	23	10	16
Birmingham KN	35	14	9	2	18	5
Bradford	16	9	11	7	31	20
Brent	14	9	25	4	33	3
Brighton	30	8	17	8	23	13
Bristol	32	5	7	22	8	24
Coventry	10	7	53	4	11	5
Derby	18	13	36	20	1	13
Doncaster	21	17	14	5	17	13
Hackney	14	3	12	4	14	48
Haringey	8	14	17	28	24	5
Hartlepool	20	18	17	4	22	11
H'smith & Fulham	22	6	14	5	30	4
Hull	31	6	18	6	26	8
Islington	10	7	15	21	17	9
Knowsley	11	6	8	1	51	10
Lambeth	22	11	9	1	19	15
Leicester	18	3	5	12	49	7
Lewisham	9	27	16	10	16	7
Liverpool	13	17	18	9	26	10
Luton	55	10	9	6	4	6
Manchester	8	4	10	7	61	8
Middlesbrough	10	14	26	4	30	14
Newcastle	8	13	28	13	20	18
Newham	13	6	17	11	42	4
Norwich	4	11	31	13	1	36
Nottingham	22	13	11	10	5	28
Oldham	8	8	5	60	7	9
Plymouth	13	19	14	9	26	7
Rochdale	7	11	6	4	58	5
Salford	13	6	39	8	25	3
Sandwell	33	15	28	3	5	7
Sheffield	26	13	23	17	17	5
Southampton	21	11	15	6	22	7
Southwark	28	8	11	5	13	21
Sunderland	12	12	51	2	2	16
Tower Hamlets	15	19	23	6	20	4
Walsall	19	28	7	14	23	4
Wolverhampton	12	19	16	1	34	3

■ Preference Case study NDCs ■ Substitute NDCs

Appendix 5

NDC Interventions

These project examples are drawn from a series of project reviews undertaken in the Case Study NDCs. In part, these reviews were intended to provide information on projects to inform programme-wide assessments in relation to value for money, but they also provide valuable insights into the kinds of interventions supported by the Case Study Partnerships. A brief description is given for each project, together with an outline of the project's objectives and a brief reflection on the NDC's experience of project implementation and partnership working. Where possible a description of projects outcomes is also given, along with examples of 'lessons' arising from the project. There is some variation in the level of outcomes data available; more evidence of outcomes is generally available for those projects which have been subject to local evaluations. However, it should be noted that these do not represent the totality of interventions, nor have they been particularly chosen to represent 'good' practice. It is also true that there are other interventions in place in the case study NDCs which could have an impact on crime but which have not been included in this study as they do not sit within the NDC crime theme. In Walsall, for instance, the community engagement team is heavily focused on youth engagement and although the team does not have any crime reduction targets there are clearly strong linkages with projects aiming to reduce crime and ASB.

Improvements to local environments and public space

Name of NDC – Newham
Name of Project – Memorial Park Security Package
Dates (to and from) – 1st March 2003 – 30th April 2004
Total NDC funding – £196,434

Brief project description

The Memorial Park Recreation Ground has a history of high levels of vandalism, anti-social behaviour and perception of crime which, in effect, have made it a no-go area for local residents. It was one of two main crime hotspots identified by the NDC crime analysis and tracking system. The project aimed to get local people back into the park by making it safer and creating a sense of ownership. The major component of the package was a sophisticated CCTV system to protect the new Resource Centre, linked to Newham's Central Control System, implemented along

with complementary projects such as a resource centre, youth play areas, family areas, new pathways, lighting, etc.

It was felt that the project would provide a secure environment and increase the numbers who want to live in the area. It would reduce the number of actual crime related incidents and would contribute to a reduction in the fear of crime by providing surveillance, evidence and a means of reporting incidents. It would contribute to high quality urban space and encourage community life.

Objectives

Aim: To improve security within the park to help create a friendly and safe environment which will be used by all residents

Objectives:

To improve community safety as a deterrent to the perception of crime and actual crime

To improve the security of the new Resource Centre to protect investment and facilitate greater use

Implementation

The project was relatively simple to implement and no specific problems were encountered. The security package was part of a wider programme of improvements taking place in the park which included the building of a new resource centre, improved play areas and environmental improvements. Contractors were employed to install the CCTV and lighting and Newham Council supervised the implementation.

The London Borough of Newham is widely recognised as leading in the field of Town Centre CCTV systems. They are pioneers in the field of facial recognition via CCTV. Security experts from around the world have visited the Control Centre to learn from their example of good practice. The NDC Crime Theme Manager worked in the control centre for 12 months and has since worked with Bristol University on automatic identification of pre-crime activity via CCTV. He acted as advisor to the project.

Partnership Working

The London Borough of Newham drew up the specification and tender documentation and worked in partnership on a range of design projects and commercial contractors designed and carried out the work.

Outcomes and evaluation

The main achievements of the project have been implementing a combined electronic security system, linked to the London Borough of Newham Control Centre, to protect the new Resource Centre and an adjacent play area. This, combined with other improvements, such as lighting and park patrols, has led to greatly increased use of the park and regular high usage of the Resource Centre by local residents

No crime or community safety data is available relating solely to the Park. However, there is observational evidence that the park is in much greater use now the Resource Centre is securely in place. The linkage with other projects such as the Sport and Physical Activity Project means that young people are also using the sports

facilities more often and in much greater numbers and there is much greater use by families due, in part, to the presence of the Sure Start centre.

Lessons

The project is simple and approved by users of the Resource Centre

It is visible and is part of the Newham Council CCTV suite which has an excellent reputation which gives people confidence.

It is linked to the dispatch centre for the Parks Constabulary thus ensuring a rapid response to incidents

However, CCTV is a remote form of security which does not have the benefits (e.g. reassurance, intelligence) of officers on the ground.

Diversions activities for young people

Name of NDC – Newcastle

Name of Project – Youth Inclusion Programme

Dates (to and from)- November 2005 – March 2008

Total NDC funding – £460,359.00

Brief project description

Works with young people at risk of involvement in crime and young people in general.

Objectives

To reduce young people's involvement in crime by engaging with young people at risk from involvement in crime; providing a negotiated programme of activities.

Implementation

Young people work in peer groups, meeting for 2 hours on a weekly basis. Programme of activities is flexible and negotiated with the young people; includes education re drugs, crime, and sexual health. Youth workers work with individual young people and support the group work.

Partnership Working

Youth Offending Team, Education Welfare Service, Social Services, local schools sit on the steering group and make referrals to the project. Project would benefit from greater integration with Youth Service and Connexions.

Outcomes and evaluation

Youth crime and disorder has not reduced significantly in the NDC area. 887 young people have benefited from personal and social development opportunities.

Lessons:

Working with the target group is resource intensive and long term. The project has identified that there are more young people who might benefit than the project has the capacity to engage with. There is a need for a more coordinated partnership approach confirmed through partnership working agreements.

Name of NDC – Lambeth
Name of Project – Junior Youth Inclusion Programme (YIP)
Dates (to and from) – April 2005 to March 2007
Total NDC funding – £120,724

Brief project description

The project targets high risk young people (8-12 year olds) and seeks to include them in society and steer them away from crime. This is achieved through a variety of different methods including one-to-one support, mentoring, after school provision, group programmes and parenting support.

Objectives

The overarching aim of the project is to provide a range of inclusion and diversionary opportunities to those young people most at risk of offending. With in this the project's specific objectives are: to reduce crime levels; to support other services to help them deal more effectively with young people; to include young people more in society; and to help with young people's personal development.

Implementation

The project was managed and delivered by Rainer, a national charity for "under supported young people".

Partnership Working

Rainer have worked in close partnerships with a number of organisations including local schools, Lambeth Police, the Youth Offending Service, the Children's Fund, the Lambeth Crime Prevention Trust and the Youth Inclusion Support Panel who all refer young people to the YIP.

Outcomes and evaluation

The project's main achievement to date has been its ability to provide a range of different services to young people and to have engaged with a worked with a significant number of young people. The hope is that through this work there will, in the future, be a reduction in crime as nationally, Youth Inclusion Programmes have a very high success rate: national data suggests that over 70% of young people referred to Youth Inclusion Projects do not go on to offend/re-offend³⁷. However, at the time the data was collected too early to see whether this outcome will be realised.

Lessons

As a result of the project a number of lessons have emerged:

Ensure that when working with younger age groups the work is more focused on childhood rather than youth work aspects

The need to focus on specific age groups as there is a big difference in the way that you work with 8 years olds and the way that you work with 12 year olds

Targeted work is more effective than generic after school activities.

³⁷ Evaluation of the Youth Inclusion Programme: Phase 1 Report, Morgan Harris Burrows, July 2003, <http://www.yjb.gov.uk/Publications/Resources/Downloads/YIP-Evaluation03.pdf>

Name of NDC – Knowsley
Name of Project – ESCAPE Project
Dates – March 2004 to March 2006
Total NDC funding – £161,600

Brief project description

The ESCAPE project was a youth development programme designed to reduce the risk and likelihood of offending by young people and to provide secure learning opportunities. It aimed to challenge the attitudes and core beliefs of young people, ESCAPE standing for 'Experience Success by Challenging Attitudes, Perceptions and Expectations'. It had been successfully piloted on a relatively small scale on two estates in North Huyton and NDC funding allowed it to be extended across the New Deal area through a series of programmes of activity (initially twelve, eventually eight), each lasting for twelve weeks and involving between eight and twelve young people.

Objectives

To develop positive attitudes of participants towards

Drug and alcohol misuse.

Relationships with peers, parents, police and the community.

Sexual health and promiscuity.

Involvement in crime and disorder.

Organisation of leisure time.

Active and healthy lifestyles.

Positive view of the future.

To raise the self-esteem and confidence of participants.

To develop the personal skills of participants including assertiveness, organisation and communication skills.

Implementation

The programmes were led by youth workers in partnership with police officers and local residents with the young people themselves involved in designing the activities of individual programmes. Training was delivered at a range of venues including local community centres, the Magistrates Court, Police Station and schools. Classroom based activities included planning and problem solving and specialist lessons on drugs, alcohol and sexual health. Residential weekends involving 'outward-bound' activities were also used to help build the self-esteem of the young people involved.

Partnership Working

The project involved joint working between the police and youth workers and, somewhat unusually, with the police officer based in the youth service offices.

Outcomes and evaluation

An interim evaluation showed that the ESCAPE programme had:

successfully reinforced positive attitudes amongst participants towards the dangers of using drugs;

encouraged the development and maintenance of positive relationships by participants towards friends, family, parents, youth workers and the police;

reduced young people's concerns about sexual health issues;

fostered very strong views in young people towards offending over a range of offence types;

helped the young people involved to organise their leisure time differently and to take advantage of organised activities such as sport, reducing significantly the number of them 'hanging around' on the street or watching television in their homes;

increased the self-esteem of participants and maintained a high sense of achievement on their part.

While there has been no formal end-of-project evaluation, Youth Service knowledge and service data show that:

the project has significantly helped to shape youth development work in the Borough as a whole;

resident groups involved in the ESCAPE project have gone on to raise in the region of £34,000 in small grants to help support continuing youth development work in the area (an example of 'community development/capacity building' fostered by the programme);

the progression of individuals from the programme: with a significant number of participants involved in ongoing youth development activities (e.g. Duke of Edinburgh's Award Scheme) and forming 'detached groups'; one individual going on to work as a part-time youth development worker in the Borough.

Lessons

Have a clear agreement at the outset of the programme on the roles and responsibilities of all partners (including community representatives).

Team building before embarking on the programme (in the shape, for example, of team days with youth workers, police and representatives of community groups).

Be prepared to take risks in delivering the programme – "*don't be scared*" (of engaging with young people, trying out different activities, bringing groups together etc.)

Involve young people in the design of programmes (choice of activities) and in areas where the programme is repeated have previous participants acting as mentors for participants in the new programme.

Involve local residents as volunteer assistants and in more general support/observing role.

Reactive interventions to tackle immediate issues

Name of NDC – Lambeth
Name of Project – Combating Drugs and Prostitution
Dates (to and from) – September 2005 to June 2007
Total NDC funding – £328,236

Brief project description

In order to address the major problems of drugs and prostitution the project delivered improved security to a number of blocks of flats in the area as well as providing enforcement action, with the Police, across various prostitution and kerb crawling 'hot-spots'.

Objectives

The projects objectives were to: dramatically reduce both prostitution and the supply and 'open use' of drugs in the area; offer an integrated and holistic approach that was appropriate to the needs of the area; and use a multi-agency partnership to provide security improvements, enforcement action and diversionary activity.

Implementation

Managed by the NDC the project worked very closely with a number of partners. These included: the Police, around enforcement operations; Clapham Park Homes, around the security improvements to the blocks of flats; and Trust, a local charity, around diversionary work with Prostitutes.

Partnership Working

Partnership working was essential to the project as it worked with different partners to address different issues as highlighted above.

Outcomes and evaluation

The project has contributed to a reduction in prostitution and kerb crawling and drug dealing and use in the local area, according to local police data.

Lessons

As a result of the project a number of key lessons have emerged:

There is a need for flexibility in order to meet the specific needs of the police and their enforcement operations

A strong relationship with partners is essential to be able to adequately address the issues

There is a need to support prostitutes through diversionary activities and not just enforcement

Kerb crawling can be effectively addressed through a warning system, a process where the first offence results in a non-legal warning and only subsequent offences are dealt with using legal processes and arrests

Additional Funding was received from Lambeth Council and the Police to provide longer and more sustainable operations.

Crime prevention

Name of NDC – Newcastle
Name of Project – SafeHome
Dates (to and from) – June 2003 to March 2008
Total NDC funding – £316,735

Brief project description

Provide domestic crime prevention advice to all households in the NDC area, assess homes to determine what their security needs are, develop a referral system so that those in priority need benefit first, carry out security improvements, quality check all work carried out and develop a customer satisfaction survey.

Objectives

To reduce the levels of burglary, criminal damage and arson in the area, and to create confidence for residents to encourage and enable them to stay in the area by reducing crime and anti-social behaviour; ensuring appropriate levels of victim support; increasing the number of people in training and employment; improving the condition of all types of housing; improving the area and people's perception of it.

Implementation

Victims of burglary are referred to the project; they are visited within 24 hours by the project's fitter and additional security fitted to their home. The NDC area has been leafleted to inform all residents of the free service available. The original management posts in the project were deleted and the management was taken in house at Safe Partnership head office in Dorset.

Partnership Working

The SafeHome project linked with the Police Community Support Officers to deliver SmartWater security property marking. Safe Partnership is a member of the NDC Crime and Community Safety Focus Group and participates in SNAPS meetings. Police, neighbourhood wardens and Victim Support – referrals. Arson Task Force – fire alarms. Private Rented Project and Our Home Newcastle – identification of residents and helping obtain landlord permissions.

Outcomes and evaluation

Reduce crime and the fear of crime through a one-stop service to victims of burglary and a proactive service to other members of the community. From experience elsewhere and independent research it is known that improving the security of homes that have been burgled or that are thought likely to be burgled reduces burglary year on year by 10% and reduces repeat victimisation to below 5%. A key mechanism is a robust referral system that identifies victims and potential victims then prioritises them in order of need putting victims first then those who are vulnerable. Following a referral the victim is visited within 24 hours and security fitted there and then or within the next 24 hours.

Lessons

This is a tried and tested model applied with local flexibility to meet local needs.

Involve the local community. Don't impose a template but adapt to meet local needs

Engage directly with the LSP, LAA, CDRP. NDC needs to link in to support exit strategy for projects by accessing LA funds through LAA blocks

Don't contemplate this being suitable as a social enterprise. Needs a level of funding to ensure quality standards, uniformity and delivery and understanding of the victim's needs.

Name of NDC – Walsall
Name of Project – Block Grant
Dates (to and from) – 2003 to 2006
Total NDC funding – £50,000

Brief project description

This project provides a limited fund managed by the New Deal programme which is accessible to the community to carry out relatively small, short term and self contained projects or initiatives that are intended to reduce the level of crime or the fear of crime.

Objectives

The projects must aim to reduce crime or the fear of crime and specifically address any of the following New Deal priorities:

Reduce house burglary

Address the misuse of illegal drugs or alcohol

Reduce violent crime

Address anti-social behaviour

Reduce criminal damage

Enhance or improve community safety

Reduce Youth offending

Implementation

This project was managed by the NDC. The local police Crime Reduction Officer conducts a qualitative assessment of the application to assess its effectiveness and verify if funding is available from other sources. The Crime and Community Safety Theme Group nominate two community board members to sit on an approval panel together with the Theme Leader. Any application will be scrutinised by this panel to ensure that the application is suitable, relevant and appropriate.

Partnership Working

The Police support the implementation and monitoring of the project.

Outcomes and evaluation

Around 223 properties had their security upgraded. Qualitative evidence suggests that the project has made (older) people feel safer through the fitting of alarms and lights. Contribution to a reduction in burglary and the fear of crime.

Lessons

Need to include ongoing maintenance costs in the project budget.

Name of NDC – Lambeth
Name of Project – CCTV and Lighting
Dates (to and from) – 2003-2005
Total NDC funding – £139,566

Brief project description

Originally the project was designed to provide improved lighting and permanent CCTV cameras at three locations in the NDC area as well as a rapid deployment CCTV camera for use in conjunction with the police in crime ‘hotspot’ areas for short, intensive surveillance. However, the improved lighting was not implemented after a local survey indicated that existing lighting was adequate. Instead the funding was used to purchase a second rapid deployment camera.

Objectives

The objective of the project was to reduce the fear of crime and actual crime levels in the area by using the CCTV cameras to, one, make the residents feel safer and, two, to act as a deterrent and to help gather evidence to convict criminals.

Implementation

The project was managed by the NDC and delivered in conjunction with the Police and Lambeth Council.

Partnership Working

Both the Police and Lambeth council were key delivery partners. The Police worked closely with the NDC and regularly made use of the rapid deployment CCTV camera for operations whilst Lambeth Council monitored and maintained the CCTV cameras that were in the NDC area.

Outcomes and evaluation

The project has helped contribute towards a reduced fear of crime in the area as well as contributing towards reductions in the levels of actual crime. It has also helped to build a strong working relationship with the Police.

Lessons

As a result of the project three key lessons have emerged:

Fixed CCTV cameras are popular with the local community but they are not as effective at tackling crime as rapid deployment cameras

The strong working relationship with the Lambeth Council and the Police has meant that the equipment purchased has been used to maximum benefit

The use of one of the rapid deployment cameras by local Police resulted in the arrest of 4 prolific drug suppliers involved in the sale of heroin and crack cocaine in the DC area.

Name of NDC – Knowsley
Name of Project – Rapid Deployment CCTV
Dates – October 2002 ongoing (currently under review)
Total NDC funding – £103,200

Brief project description

The project was set up to provide three Rapid Deployment CCTV cameras for mobile use across the area, primarily to act as a deterrent to criminal and anti-social behaviour, and also as a means of detecting and prosecuting crimes. The cameras were to be located at identified 'hot spots' for a range of anti social behaviour including youth disorder, crime hot spots and fly-tipping and on a mobile or semi permanent basis.

The cameras are operated via a mobile telephone link and recordings can be viewed, controlled, and images downloaded remotely by computer and are directly linked to Knowsley Contract Services monitoring station. The aim also was for the NDC Neighbourhood Action Team and Merseyside Police will have direct access to the system from a laptop computer.

Objectives

To make criminal and anti-social behaviour more visible.

To reduce crime and anti-social behaviour, particularly fly tipping and youth disorder.

Implementation

The NDC's Neighbourhood Action Team manages the project with Knowsley Contract Services acting as day-to-day operator and monitor of the cameras.

Partnership Working

NDC: Neighbourhood Action Team for project management and Crime and Community Safety Task Group in consultation role on camera locations as well as acting as referral agents for hot spots.

Merseyside Police: advice on potential 'hot spots' and response to incidents of anti social behaviour.

Knowsley Contract Services: day-to-day operator and monitor.

Outcomes and evaluation

Neighbourhood Action Team monitoring of CCTV camera hotspots shows a reduction in fly tipping and anti-social behaviour in the areas covered.

Attribution is difficult without surveys of residents specifically in the 'hotspot' areas where the cameras are located and also because other crime and community safety initiatives have also been in operation. The MORI household surveys do show, however, that for NDC residents as a whole, there has been a pronounced improvement in a wide range of crime and community safety indicators relating to fear of crime in general and perceptions of the seriousness of the particular types of crime. While it would be clearly wrong to attribute this improvement to the CCTV project in the absence of detailed evaluation, it seems plausible that, along with the other initiatives, it might have had some effect. The surveys certainly do not show an increase in the fear of crime or specific types of crime.

Lessons

Community links through Crime and Community Safety Task Group to legitimise what can be a contested form of intervention (and which needs sensitive public consultation).

The need to publicise that the systems are being used by the police for collecting evidence on crime and anti-social behaviour.

The need to invest in the latest technology and not to cut costs in terms of the technology being used or in system monitoring.

Name of NDC – Walsall
Name of Project – CCTV
Dates (to and from) – 2006-2009
Total NDC funding – £75,000

Brief project description

This project provides revenue funding to operate a fully monitored CCTV system operated and managed by Walsall MBC for the High Street and surrounding areas. It provides surveillance and monitoring coverage of business premises, residential premises, local public spaces and roads in the commercial centre and main arterial route within the area.

Objectives

The overall impact intended by this project is to reduce the level of crime and the fear of crime, and to enhance the area as a viable local trading centre. Improving the security and reassurance to the public travelling through the area on public transport and reduce violent crime levels, criminal damage and anti-social behaviour, which will encourage people to continue trading in the area as well as attracting more people to shop.

Implementation

The project is being managed by the Walsall CCTV Control Room.

Partnership Working

The project is funded by the NDC, managed the Walsall CCTV Control Room and links in with the local policing team.

Outcomes and evaluation

The project has only been in place for a short period.

Lessons

None as yet

Reassurance measures

Name of NDC – Walsall
Name of Project – Early Impact on Crime Phase II
Dates (to and from) – 2004-present
Total NDC funding – 564,276.84

Brief project description

This project provides additional police resources to the area through NDC funding of a Field Intelligence Officer, Schools Beat Officer and Admin. Support Officer.

Objectives

The purpose of the project is to provide additional resources and functions to support mainstream policing, particularly through 'targeting offenders, victims and hot spot areas'. The approach is integral to problem orientated policing and an intelligence led approach, which makes it possible for the Police to respond rapidly to crimes as they arise. The emphasis is one of reducing crime and increasing community safety for all NDC objectives:

Reduce the fear of crime at night

Reduce incidents of anti-social behaviour

Reduce the level of young offenders

Sustain current crime reduction levels and continue to reduce all crime

Sustain and continue to impact on reduction in house burglary levels

Sustain current reduction in violent crime levels and continue to reduce violent crime

Increase detection rates of all Class A drug offences

Sustain and continue to reduce vehicle crime levels

Implementation

The team is managed by the seconded Police Inspector who is the crime theme lead at the NDC. There is a sergeant who directs a team of eight constables, the Field Intelligence Officer, Schools Beat Officer and Admin. Support Officer. These are located at the Blakenall Information Centre (BiC).

Partnership Working

There is close partnership working between the Police and the NDC in the delivery of this project. Location at a village centre provides an important mechanism in which to interact with other agencies for particular issues.

Outcomes and evaluation

There is a belief that the project has been integral to the reduction in overall crime in the area, and is presently making progress towards addressing violent crime, vehicle crime and criminal damage.

Lessons

This is considered by respondents to be a key factor in the success of the NDC and Police in reducing levels of crime. Important elements of this include the use of a seconded Police Inspector to the NDC, localisation of the Police team within the NDC area, along with the utilisation of problem orientated policing and an intelligence led approach.

Name of NDC – Newcastle

Name of Project – Neighbourhood Wardens

Dates (to and from) – December 2003 – May 2008

Total NDC funding – £344,177

Brief project description

Twelve Neighbourhood Wardens to patrol the NDC area and provide reassurance to residents and make sure that problems are dealt with quickly e.g. vandalism, fly tipping etc.

Objectives

To make the area safer, greener and cleaner by improving the local environment; reducing the fear of crime; reducing anti social behaviour; working with vulnerable groups.

Implementation

The wardens provide a visible street presence and engage with the community by attending resident meetings. The Wardens collect intelligence which is then directed to the relevant agency for action. They also undertake targeted projects such as football coaching, kerbcraft and a wheelie bin campaign to clear up back lanes. The project has had good staff retention but has experienced difficulties in recruiting local residents.

Partnership Working

Other partners give/receive intelligence and make referrals: Your Homes Newcastle (ALMO), Arson Task Force, ASB Unit Northumbria Police, Youth Inclusion Project, residents groups. The wardens have worked closely with the police and other agencies to gather evidence leading to the awarding of 4 ASBOs to local youths.

Outcomes and evaluation

The 2004 MORI household survey data asked questions about a small number of specific NDC projects, one of which was the NDC wardens in Newcastle. 62 per cent of residents had heard of the wardens. Of these, 23 per cent felt that they had benefited from them. 48 per cent felt that the wardens had improved the quality of life a great deal or a fair amount in the NDC area.

Lessons

Once people understand the role of the Wardens and how this differs from the police, there is a willingness to engage and provide information.

Name of NDC – Walsall NDC
Name of Project – Neighbourhood Wardens Project
Dates (to and from) – 2002-present
Total NDC funding – £502,779

Brief project description

This delivers a jointly managed community wardens' scheme between the NDC, Police and Walsall CCTV Control Room. It provides a complimentary service to crime reduction and community safety within the area.

Objectives

The purpose of this project is to provide an early intervention on crime and reduce the fear of crime through visible presence. This will be achieved by the following objectives:

To reduce crime, sub-criminal behaviour and street crime through a non-confrontational, targeted patrolling surveillance unit

To build community confidence (through a range of activities including Wardens attendance at local community meetings and events; the development of links with schools; with faith and other community organisations)

Implementation

Originally there were six wardens in post, this has been reduced following the end of the initial project and a decision by the council not to fund wardens across the borough. The wardens are jointly managed and tasked by their co-ordinator, who liaises with the Police sergeant. Officers have a presence in the Community Shop, and work alongside and in partnership with the Wardens to brief and debrief them regarding hotspots and problems in the area.

Partnership Working

The wardens are jointly managed and co-ordinated by the NDC, Police and Walsall CCTV Control Room. Respondents do note however that the wardens were considered difficult to control, with one respondent suggesting that they were poorly managed.

Outcomes and evaluation

Attributing change by wardens to crime and community safety levels is highly problematic. At best we can comment that wardens have been in place at the same time as there has been a reduction in overall crime and fear of crime, but establishing a link is highly tenuous.

Lessons

Ensure job stability for wardens to prevent turnover.

Ensure there is co-location and close cross working between the Police and wardens.

Support, information and awareness raising projects

Name of NDC – Walsall
Name of Project – Domestic Violence Project
Dates (to and from) – 2004-present
Total NDC funding – £740,460

Brief project description

The Project provides a range of services designed to complement and build on existing domestic violence interventions. Working together with voluntary agencies and statutory services the project aims to address the complex packages of support that families require in order to improve their living situation. The main problems it sets out to achieve include:

Cultural acceptance that violence within relationships is the 'norm'.

Insufficient agency resources to enable collaborative work in addressing the problem.

Domestic Violence is not seen as a priority for agencies.

Poor data collection and the lack of quality information sharing.

Insufficient agency resources to make a significant impact on Domestic Violence.

Objectives

To break the cycle of abuse within the community by implementing a comprehensive package of education, training, support and publicity which will increase confidence within the community and thereby reduce the level of repeat incidents of Domestic Violence.

To create a holistic package of intervention for families from prevention to crisis, thereby reducing the level of Domestic Violence within the Footprint area.

Women and children will be able to access appropriate services immediately following an incident thus reducing the risk of further harm.

Victims of Domestic Violence will be given advice and information that will then enable them to make an informed choice about their future plans, thus reducing stress, which will result in the long-term improvement of physical and mental health.

An effective education package will provide ongoing education within schools to reduce the numbers of future victims and perpetrators.

Agencies, once trained, will have information at their fingertips, allowing them to access appropriate support for clients. The implementation of the Crisis Intervention Service will give agency staff more time thus allowing them to deal with Domestic Violence issues more effectively.

Implementation of screening services by Community Health Workers will assist in the early identification of those enduring Domestic Violence.

Ongoing recruitment will increase the numbers of trained volunteers, who will become experienced in work relating to domestic violence, this may lead to future paid employment in relevant areas.

Children able to access ongoing support that minimises emotional, physical and psychological harm.

Development of a data-base for information sharing and statistical gathering.

Implementation

The project is implemented by Walsall Domestic Violence Forum.

Partnership Working

In delivering a range of services the contractor works with a broad range of partners, including the Police, Social Services, health authorities, Blakenall Health Start, The Responsible Authorities Group, and local schools. In particular, Social Services and the PCT are important in providing referrals.

Outcomes and evaluation

There has been no recorded reduction in domestic violence. However, the project has supported victims of domestic violence, increased public reporting of domestic violence, and a number of educational programmes have been implemented.

There have also been some innovative elements that can be considered process outcomes:

Crisis intervention service provides a complete service from the start (e.g. transport away from an abusive household) to end (e.g. support during criminal justice proceedings).

The project seeks to empower victims, for example by helping them make and attend appointments for various services.

The project is very much victim-led by being sensitive and responding to the individual demands of victims

The project runs a training programme for various professionals, helping them to spot the signs of domestic violence and what to do.

Lessons

Difficulty getting Police information, only able to contact people that have given their consent to the Police to be contacted by the project.

Crisis intervention service provides a complete service from the start (e.g. transport away from an abusive household) to end (e.g. support during criminal justice proceedings).

The project seeks to empower victims, for example by helping them make and attend appointments for various services.

The project is very much victim-led by being sensitive and responding to the individual demands of victims

The project runs a training programme for various professionals, helping them to spot the signs of domestic violence and want to do.

Domestic violence is cross cutting across crime, health and education themes. It should not be pigeon-holed within one theme.

Name of NDC – Bradford
Name of Project – Community Drug Interactors
Dates (to and from) – April 2004 to March 2007
Total NDC funding – £73,000

Brief project description

The project delivers drugs education and awareness events and works in the community to raise drugs awareness. The “Interactors” form networks within their areas in order to bring communities and agencies together and to encourage the development of solutions. Training is provided to volunteers (the Interactors) by the University of Lancaster.

The project is seeking to address a concern that drugs are the principal source of the decline of the area. For example, secondary data show that the comparative drugs misuse figure for Little Horton is 297 compared to the England average of 100. PCT commissioned research and community consultation highlighted that drugs education needed to more effectively address drugs use amongst populations from black and minority ethnic communities.

Objectives

The overall aim of the project is to provide drugs education and training to the community. The objectives of the project are:

Deliver 30 community based drug education programmes and awareness raising events

20 community/voluntary groups to each receive a comprehensive drugs misuse needs assessment

Produce annual reports to detail the activity

Recruit local volunteers to act as community interactors

Develop and deliver ‘Training for Tomorrow’ accredited training programme for a minimum of 20 local volunteers to enable them to act as community interactors

Regularly visit community groups and provide ongoing support with their drug related activities

Identify and secure funding from other agencies in order to undertake follow-up work related to the findings of the community group needs assessment

Support the continued development of the Bradford Trident Substance misuse strategy

Ensure that substance misuse and drug related crime issues are considered and reflected on within the NDC strategy: crime and community safety, jobs and education, health, housing and the environment, youth and education.

Implementation

The project is overseen by a steering group drawn from different agencies and projects.

Partnership Working

The project was developed in partnership between the Drug and Alcohol Abuse Action Team, the Ripple drugs project and Local Authority Social Services drugs commissioning group. It is implemented by a steering group including the police, the neighbourhood wardens, NDC projects and voluntary sector organisations. The project reports to the NDC crime and community safety working group, which includes, the Youth Offending Team, Probation Service and NDC resident directors.

Outcomes and evaluation

An evaluation of the project is currently being written up.

Lessons

The project appears to have worked well in attracting volunteers, with over 100 volunteers involved, seven volunteers remaining for the duration of the project and volunteers drawn from across the community. A weakness of the project is that the coordinator was only employed part-time: a full time worker was probably required.

Name of NDC – Newcastle

Name of Project – Agencies Against Racial Crime and Harassment (ARCH)

Dates (to and from) – November 2003 – March 2007

Total NDC funding – £126,488

Brief project description

ARCH is the multi-agency forum in the city to combat racist incidents. NDC funded a project to co-ordinate action against racism within the NDC area. The project funds a part-time development post that has established and coordinated the roll out of ARCH's reporting system to agencies and community organisations in the NDC area. A part-time Training Officer provides training about the reporting system and conflict management with partners. Victim Support workers provide specialist support and there is a fund to support anti-racist work in the NDC area.

Objectives

To provide a coordinated approach in order to tackle racism and racist incidents in the NDC area by increasing the proportion of racist crimes and incidents in the NDC area that are reported; increasing support for victims of racist crimes and incidents; providing a reactive fund to carry out educational preventative work; tackling racist perpetrators.

Implementation

Reporting centres have been located in community facilities. Information is fed into a confidential web based reporting system which sets up a victim homepage with e-mail links to all relevant support agencies. Each report acts as a multi-agency casework file that encourages collaborative working between agencies; cases are overseen by the ARCH Development Workers via the web. Conflict management training has been delivered to frontline workers and within schools. Some of the

funds from the project have been channelled through Victim Support, contributing towards 2 posts that focus on support for victims of racist incidents. Not much work has been done with perpetrators of racism.

Partnership Working

The location of reporting centres in community facilities has encouraged information sharing with local projects. Intelligence is drawn together from frontline workers through SNAPS (Safer Neighbourhoods Action Problem Solving) meeting. The project is housed within the City Council Community Safety Unit and an Operational Support Group meets bi-monthly to monitor the reporting system and any emerging trends. Drawn from referral agencies – Police, Your Homes Newcastle (RSL), Victim Support, City Council Racial Harassment Prevention Team. The project is based within the City Council Community Safety Unit.

Outcomes and evaluation

The project has contributed to an increased awareness and co-ordination between agencies. There has also been an increased recognition of racist incidents and potential conflict and agencies are more receptive to adopting a proactive conflict management approach.

Lessons

Building trust with established black and minority ethnic communities needs additional work and can take a long time. Working with middle managers is key to culture change in agencies.

Name of NDC –Lambeth

Name of Project – Personal Safety

Dates (to and from) – February 2004 to February 2006

Total NDC funding – £97,003

Brief project description

Working in partnership with Premier Self Defence (an organisation registered with the Self Defence Federation) the project provides training in self defence techniques and personal safety awareness to residents.

Objectives

The objective of the project is to equip participants with effective personal safety awareness and easy to remember physical self-defence techniques so that they can identify and then avoid different risk situations.

Implementation

The project was managed by the NDC and delivered by Premier Self Defence.

Partnership Working

Premier self defence were the key partner providing the self defence training and personal safety advice.

Outcomes and evaluation

The project has helped contribute to a reduction in robbery in the area and has helped reduce the fear of crime amongst those residents receiving training.

Lessons

As a result of the project a number of lessons have emerged:

The need to target specific groups within the community (e.g. Youth Workers or Health Workers) and tailor the courses to meet their needs

The need to run courses in work places that are tailored to specific employee needs

Arrange courses for times when residents will find it most convenient to attend

Through partnership working with local schools it is possible to get the training into the curriculum – self defence replaced PE for six weeks in local schools

The course only equips people for the short term and without refresher courses skills and techniques will be forgotten.

Name of NDC – Knowsley
Name of Project – Domestic Violence Project
Dates – October 2004 to October 2006
Total NDC funding – £73,000

Brief project description

Employment of a full-time worker to co-ordinate a domestic violence project within the NDC North Huyton area. The Co-ordinator provided a primary point of contact and support for victims/survivors of domestic violence in the NDC area.

Objectives

The overall aim was to raise awareness of domestic violence issues amongst residents, community organisations and relevant agencies and specific objectives to reduce the incidence and impact of domestic violence in the NDC area by:

raising levels and accessibility of support services;

highlighting issues of domestic abuse to promote a coordinated response to the problem in the NDC area;

offering a volunteer programme as part of the wider regeneration of the NDC area.

Implementation

The project was managed by the manager of Knowsley Domestic Violence Support Services (KDVSS), which in turn is managed by a Board of Trustees drawn from the Knowsley Community.

The Coordinator was based in the NDC's Neighbourhood Action Team, which provided support including, importantly, direct links with local communities.

Partnership Working

A range of partners were involved: North Huyton NDC, Merseyside Police, Knowsley Counselling Service, Knowsley MBC Social Services, Knowsley MBC Neighbourhood Wardens, Knowsley Housing Trust, the Benefits Agency, the Criminal Justice System, South Knowsley Community Drugs Team, Health Services (PCT, Mental Health), Sure Start, local solicitors and local schools.

Key partnership roles have been:

provision of project base and support (North Huyton NDC Neighbourhood Action Team);

cross-referral of clients (between project and agencies and between agencies);

help in raising awareness of project (through newsletters, leafleting etc.);

provision of rooms/facilities for outreach work with clients.

Outcomes and evaluation

Awareness raising:

approximately 20 Network Meetings attended;

all local NDC events attended at which promotional material (pens, balloons etc.) was distributed;

training events facilitated for approximately 60 people

Support for victims/survivors of domestic violence:

100 NDC residents supported (including five former residents);

Support groups meeting weekly (attended by approximately 27 women)

Training:

12 volunteer workers trained – with one moving on to full-time employment

Partnership working:

15 organisations providing outreach venues for support and training sessions.

Key to these achievements, in terms of both awareness raising and service provision, have been outreach and partnership working. Key elements of this have been:

Promotional activity: posters, leafleting, interviews on local radio, local press coverage etc.

Coordinator based in Neighbourhood Action Team facilitating community contact.

Coordinator attending meetings of NDC Thematic Groups and Residents Groups (in the six constituent estates of the NDC area).

Coordinator attending NDC events (like the Summer Festival – which led directly to some client referrals).

Coordinator meeting with clients in locations provided by partners across the NDC area.

Lessons

The need to integrate domestic violence work into Crime and Disorder Reduction Partnership strategies and the local Children's' Plan.

The importance of outreach work: "Take the project out to the community" and "know the local community" (basing the project in the NDC's Neighbourhood Action Team was important for this outreach work).

The importance of partnership working with other agencies (including, importantly, 15 agencies providing rooms/venues for support and training sessions).

The need to provide an independent (from police and other statutory agencies) service working from a local community base (in the NDC's Neighbourhood Action Team).

Community engagement and development through a volunteer development programme.

The need for long-term funding.

Name of NDC – Walsall NDC
Name of Project – Community Shield
Dates (to and from) – 2003 to 2006
Total NDC funding – £50,000

Brief project description

The project is aimed at encouraging members of the community to come forward and provide intelligence or evidence about criminal activity or anti social behaviour in the area by being able to offer follow up support to them. This should result in agencies being able to provide greater re-assurance and support than that which is currently available from them.

Objectives

Crime and Community Safety

Reduce the level of crime

Reduce the level of the fear of crime

Health and Well Being

Improve the overall health status of people living in the area

Develop innovative good practice and tackle deep rooted issues

Empowerment

Make the area a safer place for young people

Regeneration and Opportunities

Created safer cleaner environments

Capacity Building and Infrastructure

Raise the awareness within the community of New Deal

Implementation

The project was managed by the NDC. The community-led theme group acted as the steering group for this project and the deployment of the system was discussed at the theme meetings.

Partnership Working

The West Midlands Police and Walsall MBC work in partnership with this programme to provide support in terms of providing resources to transfer and install the equipment and promoting the project.

Outcomes and evaluation

Contribution to the reduction in certain crimes and to a reduction in fear of crime.
Increase in the number of reported crimes.

Lessons

Importance of supporting particularly vulnerable groups such as the elderly or black and minority ethnic communities

Importance of agency collaboration

Sheffield Hallam University

Delivering safer neighbourhoods: experiences from the New Deal for communities programme

PEARSON, Sarah <<http://orcid.org/0000-0001-5049-5396>>, ARDRON, Rose, LAWLESS, Paul, WELLS, Peter <<http://orcid.org/0000-0002-5200-4279>>, DICKINSON, Scott, FORDHAM, Geoff, FULLER, Crispian, MCLENNAN, David, WHITWORTH, Adam and MEEGAN, Richard

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