

Update Report on Respect for Market Renewal Pathfinders

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Background

- 1 The Department for Communities and Local Government has agreed a Respect Action Plan Protocol with Housing Market Renewal (HMR) Pathfinders, which required each pathfinder to produce a delivery plan outlining how its HMR programme would help to deliver the Respect Action Plan.
- 2 While many of the actions are not the direct responsibility of pathfinders, they are expected to help to drive forward measures that support the Respect agenda and evidence of the pathfinders' influence on the delivery and performance of partners needs to be demonstrated, alongside their direct achievements.
- 3 There are six core themes and actions set out for the pathfinders, local authorities or other partners to implement. Pathfinders themselves are required to liaise with partners, especially crime and disorder reduction partnerships, (CDRP) to ensure that each area in Section A is addressed, in accordance with each pathfinder's strategy and objectives. The activities described in Section B are not the direct responsibility of pathfinders, although, as part of their assessment and approval of projects, they should satisfy themselves that mechanisms to deliver them are in place, where relevant.

Respect Action Plan Protocol - Section A

- Smart intelligence on anti-social behaviour to inform actions
- Simple and effective communications with the community
- Designing high quality, safe neighbourhoods which support public life and community interaction

Respect Action Plan Protocol - Section B

- Robust action to tackle anti-social behaviour and its causes
 - Reassuring the community through a visible uniformed presence and other confidence building initiatives
 - Multi-agency approaches at strategic and neighbourhood levels
- 4 In May 2007, a baseline assessment was undertaken by the Audit Commission to provide a position statement. This is updated in this review, which has been informed by site visits, interviews and analysis of a range of documents provided by pathfinders, their local authority and other partners.
 - 5 Future consideration of pathfinders' performance against the protocol will be carried out by the Audit Commission as part of our ongoing periodic monitoring and reporting arrangements. This will continue to evidence delivery and help inform future funding decisions.

Summary of findings

- 6 Pathfinder areas experience some of the highest crime and anti-social behaviour levels in the country. Eight pathfinder authorities are in the worst 10 per cent of authorities for burglaries and seven in the worst 10 per cent for vehicle crime. Recognising that their long term visions and strategic objectives may not be attainable without addressing the Respect agenda has led pathfinders to understand the nature of the challenge and to develop solutions which could become sustainable.
- 7 The Baseline Report noted that smart intelligence systems on anti-social behaviour backed by good engagement with the community as well as their involvement in developing actions are a strong feature across pathfinders. This has continued and been enhanced by pathfinders over the last 12 months.
- 8 A key way of understanding what the problems are and also how effective interventions are is through surveys and there are good examples of pathfinders using this sort of information to inform their work. In Bridging NewcastleGateshead, for example, an annual programme of research continues to gain qualitative information on residents and potential residents' perceptions. Recent studies include surveys of workers and graduates, private landlords and estate agents and Black and Minority Ethnic (BME) and faith communities.
- 9 The regular review of crime data is also an important feature of pathfinders' work in partnership with the police and CDRP.
- 10 Pathfinders continue to demonstrate effective engagement with the community. In addition to traditional consultation arrangements pathfinders have responded to the different challenges they face across diverse communities to promote innovative mechanisms which ensure engagement with all groups.
- 11 Communication is seen as important, with all pathfinders having websites and using newsletters and meetings to explain what they are doing and raise awareness of how residents can engage with the various neighbourhood teams. Respect Action weeks to raise the awareness of anti-social behaviour and crime issues are also popular with pathfinder partnerships.
- 12 Almost all pathfinders have produced design guides in conjunction with advice and support from the Commission for Architecture and the Built Environment (CABE). Some have also involved English Heritage and local communities in this work.
- 13 Pathfinders are not able to deliver directly the full range of interventions associated with the Respect agenda, and it is through the strength of their partnerships with the CDRPs, including the police and partner local authorities, that success has been achieved. Moreover, pathfinder support through focused resources for particular interventions as well as the funding of posts has helped the partnerships deliver their objectives in key neighbourhoods.

6 Update Report on Respect for Market Renewal Pathfinders Respect | Summary of findings

- 14 This joint approach has generally been successful and the innovative ideas of a number of pathfinders has added value to partnership work. While some evaluation of approaches has taken place this is not universal and pathfinders need to ensure that the limited resources they are using to support interventions is delivering good value for money, and having a positive impact on target communities.

Scoring

- 15 Pathfinders' individual performance on Section A has been assessed as either:
 - Performing Strongly;
 - Performing Well;
 - Performing Adequately, or
 - Not Performing Adequately.
- 16 The individual scores are detailed in each of the appendices to this report, with judgements based on the evidence obtained during recent on site activity. This focused on examining the quality of pathfinders' delivery plans, achievement against specified targets and overall progress since the Audit Commissions baseline report published in May 2007.
- 17 We found the majority of pathfinders to be performing well, with HMR facilitating a range of initiatives which are helping to tackle crime and anti-social behaviour (ASB) and support neighbourhoods through change. One pathfinder has been assessed as performing strongly, having been influential in promoting the agenda and facilitating strong collaborative working practises across the pathfinder area, with a focus on sustainability and cohesion, ensuring a positive impact on communities. Two others have been assessed as performing adequately. Both of these are using HMR funding to support successful projects, and are making good progress against the Respect agenda but would benefit from a more joined up approach at strategic and operational level.
- 18 It is recommended that pathfinders should continue to develop their contribution to partnership work in tackling crime and ASB, in particular ensuring:
 - the impact of interventions is more effectively measured at both local and strategic levels across the pathfinder area, and findings used to shape future programmes;
 - wider issues of community cohesion are more effectively addressed, particularly regards managing, or where relevant assisting, the process of change and reducing tension between existing communities and people attracted in as a result of the improvement in housing markets;
 - a strategic overview is taken in terms of how the programme aligns with and contributes to the aims of the local CDRPs; and
 - regular updates and development of the Respect delivery plan in taking forward key pathfinder actions for future years.

Section A – Pathfinder responsibilities

Smart intelligence on anti-social behaviour to inform actions

- 19 Pathfinders need to ensure that they effectively obtain residents' perceptions on ASB, and that this is used, alongside evidence from community safety partnerships and other sources, to develop housing market strategies and interventions. It is also important that the pathfinder considers and actively addresses issues likely to arise as a result of its activities in terms of displacing anti-social behaviour to neighbouring areas.
- 20 Pathfinder areas experience some of the highest crime and anti-social behaviour levels in the country with the wards they comprise generally in the worst ten percent in the country and considerably worse than the rest of their constituent local authorities. Surveys undertaken by pathfinders highlight that crime and fear of crime and anti-social behaviour are one of the most significant factors for people in deciding where to live.
- 21 Most pathfinders have continued the survey work identified in the Baseline Report as being important ways of understanding residents' perceptions of their area, as well as testing the success of interventions. In Manchester Salford a new build home movers' survey found security to be the most positively rated aspect of the new homes amongst respondents at 80 per cent. A similar survey in Oldham and Rochdale found that the quality of new build will be extremely important in attracting and retaining residents to areas perceived to have problems with anti-social behaviour.
- 22 The collection and interpretation of crime data has been particularly important in identifying specific areas to focus interventions as well as evaluating their success. For instance in Salford, following improved street lighting and alley-gating¹ in Broughton, overall crime decreased by 29 per cent compared with the previous year, with burglary decreasing by 55 per cent and criminal damage by 32 per cent. In Stoke-on-Trent, Respect action weeks are individually evaluated, and overall, 92 per cent of residents reported they felt safer as a result of the events.
- 23 Most pathfinders are supporting their CDRP through a range of mechanisms. In Hull, HMR is funding an analyst co-located within the CDRP to coordinate crime and community data for the pathfinder area. Neighbourhood profiles are updated annually and refreshed during the year with the use of police and local authority data. This enables the pathfinder to track changes in the pathfinder area following interventions as well as the impact on surrounding areas.

¹ Alley-gating - gating alleyways behind terraced houses

- 24 A consistent theme which emerges across all pathfinders is the priority given to tackling ASB. Mapping hotspots, working with local authority partners and CDRPs, and sharing data and intelligence are common practices. An initiative which appears to be having a real impact has been developed by Gateway in Hull, where a Community Action Box (CAB) is used to collect and report crime and ASB data to the Area Partnership Board on a regular basis. The CAB is moved around every three to four months to address crime and ASB hotspots in and around the intervention areas. Figures show a marked improvement in the ASB and crime figures in the area related to the use of the CAB.

Simple and effective communications with the community

- 25 Pathfinders need to ensure effective communication with the community, which enables ongoing resident input into developing plans, and regular feedback on action taken. It is also important for pathfinders to work with partners to encourage community cohesion and support appropriate neighbourhood management arrangements.
- 26 We found that pathfinders are generally good at community engagement, some working through their partners, while others take a lead on community engagement themselves. NewHeartlands in Merseyside has developed a Good Neighbourhood Agreement between residents and the housing associations operating in the area as well as the Council and police. The neighbourhood team work with a residents' panel and youth groups, with the agreement encouraging residents to report and record incidents of ASB and take responsibility for actions.
- 27 Newsletters are also a popular way of sharing information with the community and highlighting action plan proposals. Bridging NewcastleGateshead (BNG) has introduced a 'Teen Eye' newsletter for young people with 'danger ranger' cartoon characters devised to promote safety among young people. A DVD and teaching resource it supported, encouraging cohesion between new and existing residents and tolerance between people of different ages, has been 'highly commended' for contributions to the reduction and prevention of youth crime in the North East by the North East Youth Justice Assembly.
- 28 A number of pathfinders have also used HMR monies to fund posts to support community engagement. In Elevate East Lancashire a Creative Engagement Officer has been appointed to support delivery of the HMR programme. In partnership with the Arts Council England and the Lancashire County Council's Arts Development Service the three year post will deliver a programme of creative community engagement throughout the HMR area. In Burnley this has already led to fun days, and the use of a bus to gather opinion and involve children.

- 29 Transform South Yorkshire and Urban Living are pathfinders which do not have a direct relationship with the community. In both cases, engagement is being led by the local authorities. However, in Urban Living from spring 2008 a 'sounding panel' will be set up so that some direct community engagement can be commenced.
- 30 The baseline report highlighted the robust communication strategy which Renew North Staffordshire had developed. A network of Community Steering Groups (CSG), Patch Volunteers, Residents Friends and neighbourhood workers had been established in each intervention area. Over the last year, stronger interaction between the CSGs and Patch Volunteers has been developed and capacity building initiatives are ongoing to ensure that representatives enhance their input in the development of a design code and residents charter for key areas.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 31 Pathfinders should seek to engage a wide range of people to ensure local and national insight into developing new approaches and using good practise in designing out crime and anti-social behaviour. In particular, they need to show that their plans for transforming the housing market meets the wide range of community needs in the area.
- 32 An enhanced focus on design quality and sustainability continues to be championed by all pathfinders. In South Yorkshire, the Delivering Design Quality project aims to achieve a step change in the quality of new housing development by providing a range of practical support to developers and councils.
- 33 All pathfinders have been working with CABE to develop design guides for their areas. Some pathfinders have also involved the community in this process as well as English Heritage. Most of these guides have been formally adopted by the partner local authorities as supplementary planning guidance within the Local Development Framework.
- 34 In a number of cases, design panels have been set up to examine development proposals. These often include a police architect as is the case in Hull or the Police's Architectural Liaison Officer, as in Merseyside. In all pathfinders new build developments have to meet Secure by Design² standards. This requires that in addition to general dwelling design features, good design also involves providing natural surveillance and supervision to increase security.
- 35 A particularly innovative initiative took place at Byker in Newcastle, where architects were required to live on site to ensure thorough community interaction and tackling ASB was part of the invitation to tender for design and development.

² Secure by Design - a standard developed by the police to encourage the building industry to adopt crime prevention measures in development design

Section B – Local authority and partner responsibilities

Robust action to tackle anti-social behaviour and its causes

- 36 Pathfinders should seek to promote and positively influence key interventions for which its partners maintain primary responsibility for delivering. This includes local authority and police enforcement and support activities, promotion of good behaviour and adoption of approved standards and agreed reporting arrangements.
- 37 All pathfinders recognise that they have to work in partnership with the police, local authorities, CDRPs and other stakeholders such as the Arm's Length Management Organisations which exist in five of the pathfinder areas. They have adopted multi-agency approaches to ensure coordinated actions, and partners meet regularly to share intelligence and agree action plans.
- 38 Respect Action Weeks are popular across most pathfinders and have been used to raise the profile of the agenda and take a range of actions across the various partners. These commonly include enforcement work by the police and councils with the closure of crack houses, the removal of untaxed vehicles, as well as engaging truants and other diversionary activities. In most cases, formal evaluation has been carried out and shows increased feelings of safety alongside heightened awareness and increased reporting of Respect related problems to the local authority call centres.
- 39 In a number of pathfinders action has also been focused on private sector enforcement. In Barnsley and Doncaster there are well established projects to deal with private homes that are severely affecting the general appearance of neighbourhoods. A number of pathfinders are also developing selective licensing schemes with their partners to deal with absentee landlords in localities where there are particular problems with nuisance and ASB.
- 40 Out of over 120 social landlords currently operating in pathfinder local authority areas 80 had signed up to the Respect Standard for Housing Management by the start of March 2008. This is a significant increase on the 33 which had signed up a year ago, in March 2007. A number are working with pathfinders as they deliver their Respect Action Plans, although monitoring of the Standard generally remains underdeveloped.

- 41 In Elevate East Lancashire, Respect Action Areas have been established in Blackburn with Darwen and Burnley, and Multi-Agency Problem Solving and Police and Communities Together groups operate in each of the boroughs. Activities include distributing packages of support to victims and witnesses; dedicated helplines; security upgrades to victims and witnesses of anti-social behaviour; removal of abandoned vehicles; environmental improvement projects to reduce specific anti-social behaviour problems; a mini-moto initiative, whereby illegal mini-motorcycles are seized; and funding for a Parenting Provision Coordinator.

Reassuring the community through a visible uniformed presence and other confidence building initiatives

- 42 Pathfinders should seek to promote and positively influence the provision of a range of services and facilities provided by partners, encouraging joint initiatives and approaches where appropriate. This includes activities focused around maintaining public spaces, enhancing citizen involvement and supporting communities through transition.
- 43 Neighbourhood warden schemes have provided a major impact in most pathfinders. The physical presence of wardens, usually employed by the local authorities but working in close cooperation with the police, has led to reductions in both crime and the fear of crime. In the Thurnscoe and Broadwater neighbourhoods of Barnsley annual surveys since 2005 have shown increases (36 per cent in 2006 and 42 per cent in 2007) in residents feeling safer since warden and junior warden schemes have been in operation. Additionally, people also reported not seeing as many youths congregating around the area.
- 44 In Bridging NewcastleGateshead neighbourhood policing and wardens form a key partnership balancing enforcement with community capacity building, and educational development in schools and support for diversionary activities for younger people.
- 45 In the Preston Road neighbourhood management area of Hull, multi-agency walk-in surgeries have been set up. These are enhanced with radio-controlled cycle patrols to attend hotspots.

Multi-agency approaches at strategic and neighbourhood levels

- 46 Pathfinders should help to promote and facilitate multi-agency working among partners at all levels; ensuring adequate public sector investment in complementary activities, such as education, health and social services, and maximising private sector input to complement and sustain the housing market investment being made in physical regeneration.
- 47 All pathfinder areas are covered by CDRPs. Membership includes the police, local authorities, Primary Care Trusts, Local Strategic Partnerships and others in the area with an interest or concern about crime and associated issues, including housing associations that own dwellings within pathfinder areas. Generally partners are enthusiastic and committed to work together to tackle local issues and there is good delivery of some joint initiatives, coordinated by multi-agency groups.
- 48 In all areas, regular multi-agency meetings are held to share information and agree joint targets at strategic and operational level, focusing resources to tackle issues and perpetrators of crime and ASB. In most cases, pathfinders have a direct link into these structures and arrangements.
- 49 CDRPs and local authorities have produced Respect Action plans and HMR generally compliments the agenda although how the programme aligns with and contributes to the aims of the local CDRP could be made clearer in the pathfinders' delivery plans. A number of constituent councils are also designated Respect Action Areas, which has helped provide further impetus and focus to bring different agencies together to deliver specific actions as well as attracting extra funding to deliver.
- 50 However, there remain significant challenges in terms of securing appropriate funding for delivering initiatives associated with the Respect agenda. Ongoing restrictions on HMR revenue spend, and perceived risks in some pathfinder areas associated with the replacement of Neighbourhood Renewal Funding (NRF) by working neighbourhoods funding; with its focus on the employment and skills agenda; has the potential to redirect funding away from some of the areas or activities previously benefiting from NRF.

Appendix 1 – Summary of individual Pathfinder Activity

Bridging NewcastleGateshead (BNG) activity

- 1 Overall, the pathfinder is performing strongly in terms of ensuring that the housing market renewal programme is helping to deliver the Respect Action Plan as outlined in the protocol agreed with CLG. The delivery plan is comprehensive and outlines an effective multi-agency approach, with clearly allocated responsibilities for action and resources required for delivery. Good progress is being made, with BNG on target to meet the majority of actions set. The delivery plan also sets out a range of clear baseline targets for the pathfinder area and identifies ongoing performance review and appraisal processes, which should ensure effective monitoring.
- 2 We found Bridging NewcastleGateshead to be performing strongly because it has a range of strengths including:
 - a range of robust data is regularly and effectively used alongside independent periodic evaluation to inform plans and programme interventions;
 - strong collaborative working practises and specific initiatives are helping to tackle anti-social behaviour and support neighbourhoods through change, including actively addressing displacement¹;
 - interventions are having a positive impact on residents and stakeholders² perceptions of housing and neighbourhoods in the BNG area;
 - there is a focus on community cohesion and ongoing consultation with residents continues to inform plans and refine delivery; and
 - a focus on sustainability and design quality.
- 3 However there are some areas which require improvement. These include:
 - an overarching design protocol is not yet in place.

¹ Displacement - the impact that changes made to the current balance of housing provision may have on homes and neighbourhoods nearby, which could result in changing or displacing current market demand from one area to another

² Stakeholders - different groups of people that have an interest in and are likely to be affected by or contribute to the delivery of the pathfinders plans

Smart intelligence on anti-social behaviour to inform actions

- 4 The baseline report found BNG had used HMRF effectively to support statutory agencies in undertaking a range of consultation, with findings used to inform and develop pathfinder interventions. The housing market intelligence³ (HMI) model and vitality indices⁴, used by BNG and partners to collate a wide range of data to analyse neighbourhood vitality were identified as being of particular benefit. These monitoring systems currently identify that the pathfinder area is generally keeping pace with the rest of the City and Borough in terms of positive overall crime trends.
- 5 The HMI model has been further developed over the past year to explore the impact of interventions at a neighbourhood level. This shows, for example, in North Benwell, reported crime reducing annually from 914 cases in 2003/04 to 415 cases in 2007/08. This corresponds with the start of HMR interventions, the introduction of neighbourhood policing and neighbourhood wardens. Potential displacement issues have also been highlighted and actively addressed, and sustainable tenancies are generally promoted by the councils' private rented teams with landlords signing up to ASB protocols and tenants to good neighbour agreements.
- 6 Both councils have LAA targets around crime, safer public spaces, reducing inequalities and closing the gap between communities experiencing more issues than average. BNG has encouraged the sharing of systems and expertise to enable the performance of pathfinder neighbourhoods against Newcastle and Gateshead averages to be consistently monitored. Both councils have recently recruited analysts to provide six-monthly updates and full data against the 2006/07 baseline; critical success factors are expected by May 2008.
- 7 BNG is also formally represented on various governance structures within the councils and partner agencies, including the local strategic partnership. In Gateshead, Area Forums aim to directly involve the community in agreeing priorities for action, and multi-agency problem solving groups in both councils, which include BNG funded officers, utilise a wide range of data and intelligence to identify and target hotspots of crime and ASB.
- 8 Local and Area Action Plans for pathfinder neighbourhoods continue to be formally approved, and ongoing consultation with residents continues to inform plans and refine delivery. In September 2007, BNG completed a review of its strategic intervention areas, mapping activities and gaps regards Respect-type work required to complement physical interventions. The new proposals were developed in partnership and include consideration of how local housing markets have changed since 2003, achievements to date and future interventions based on potential target markets, place making and community engagement.

³ Market Intelligence - Information to better understand how local housing markets work

⁴ Vitality indices - bringing together of a range of data, including crime, housing and health, which helps to indicate the general strength of an area

- 9 An annual programme of research continues to gain qualitative information on residents' and potential residents' perceptions to inform the pathfinder's work. Recent studies include surveys of workers and graduates, private landlords and estate agents and BME and faith communities. While there is still much to do to change perceptions in the longer term, qualitative findings already confirm the positive impact HMR interventions are having. For example, estate agents reported Sunderland Road regeneration as having an almost immediate positive influence in raising the areas' appeal. The BNG resident newsletter survey (Autumn 2007) also showed that residents living in places where BNG has been working with partners to deliver new housing developments (East Newcastle, parts of Gateshead) are the most likely to feel that both the choice of housing available in their neighbourhood and the quality of their neighbourhood overall is improving.

Simple and effective communications with the community

- 10 The baseline report found significant consultation had been carried out with residents, with BNG supporting some innovative approaches to engaging with the community that had helped to determine what interventions would take place in the area. Independent formal evaluations of community engagement⁵ and neighbourhood management in 2006 outlined how strong collaborative working practises and specific initiatives were helping to tackle anti-social behaviour and support neighbourhoods through change. This evaluation has been used to inform subsequent initiatives and interventions.
- 11 The independent evaluation identified a need to continue to develop more locally based place specific information and dialogue with hard to reach groups was identified and BNG has been proactive in responding to this. A 'Teen Eye' newsletter for young people has been introduced in Walker Riverside and 'Danger Ranger' cartoon characters have been devised to promote safety among younger children across a number of neighbourhoods.
- 12 A study focusing on promoting equality and social cohesion through HMR has also been completed, and BNG is now focusing its support for engagement on activity that promotes community cohesion and fosters strong and positive relationships between people within local neighbourhoods. Examples of this include HMR support for study visits for officers and residents in Benwell to promote understanding and integration of the new Czech migrant community; and support for production of a DVD and teaching resource in secondary schools encouraging cohesion between new and existing residents and tolerance between people of different ages. This has already been "highly commended" for contributions to the reduction and prevention of youth crime in the North East by the North East Youth Justice Assembly.

⁵ Community engagement - Getting communities involved in the regeneration of their areas or just 'working with communities'

- 13 Informed by previous evaluation, BNG continues to promote intensive neighbourhood management activities to support communities undergoing substantial change. Over the past year, HMR has funded three additional staff, enabling enhanced capacity building with local community groups as well as continuing one to one support for individual residents. The neighbourhood officers work within the community and act as key link between residents and service providers, ensuring an effective two way flow of communication. BNG actively encourages other benefiting organisations to contribute financially to activities, and has had some success with reduced HMR funding required for the Benwell neighbourhood management project from March 2008.
- 14 The Newcastle CDRP website is now in place, and both councils have effective campaigns to reduce ASB, instil neighbourhood pride and involve communities. An example of this is the Walker Riverside Pride Passion Potential Awards which formally recognised the achievements of young and older activists within the community. BNG supports these initiatives and contributes to ensure effective communication is maintained, including funding of a communication officer in Newcastle.
- 15 During 2007, BNG also began using community radio to communicate with residents and through its quarterly newsletter recruited 12 residents, between the ages of 16 and 81, as volunteer presenters, editors and producers of the show. In 2008, BNG aims to establish a communications and marketing group, bringing together councils, ALMOs, NewcastleGateshead Initiative (the tourism and destination marketing organisation) and the regional development agency, One NorthEast. It is envisaged this group will take the lead on local place specific marketing and communication across the area.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 16 The baseline report found BNG had been particularly successful in promoting and influencing a focus on quality design, including revisions to briefs pre-dating BNG. HMRF had helped increase urban design capacity in local planning authorities and secured design innovation, such as at Byker where architects lived on site to ensure thorough community interaction and tackling ASB was part of the invitation to tender for design and development.
- 17 The BNG design and development workstream group continues to promote a consistent approach to development across the area and provides a forum to share good practice. An overarching design protocol is not yet in place, but a study is being commissioned to review the range of existing standards to determine which to formally adopt as minimum requirements. The study is expected to report in August 2008, and BNG is leading this on behalf of a number of pathfinders, with input from the councils, CABE and Places for People.

- 18 In the interim, there remains a focus on sustainability and design quality, promoted by gap funding and informed by character assessments, place making events and linking to green space strategies. Generally both councils continue to use Building for Life⁶ and Ecohomes⁷ standards, and supplementary planning guidance soon to be adopted for Byker will include community safety concerns and sustainability standards. Innovation continues to be a prominent feature, with the partnership attracting the country's first BoKlok scheme⁸, adopting one of the first Area Action Plans in the North East and preparing for a Housing Expo⁹, which should attract national and international visitors.
- 19 CABE continues to support the partnership and last year provided a number of workshops on urban design, which helped increase the capacity and confidence of officers. Planning Aid North East also supported residents in exploring and understanding the relationship between buildings and public space and an appreciation of the value and attractiveness of safer public realm.
- 20 Planning Aid North East has also been engaged in community capacity building activity targeted at BNG areas subject to masterplanning. Over the last year, this has seen around 130 residents trained as design champions and a design reference group of around 30 people established, which will be involved as part of the ongoing masterplanning process. Workshops with the youth forum, BME groups, faith and religious groups were also held as part of this process to ensure cohesion is integral to the design process.
- 21 Younger people continue to be positively engaged in a number of ways, including input into the design of parks and open spaces, art work in new developments and naming of streets. A pilot junior warden scheme has also been successfully rolled out to other BNG areas with significant numbers now engaged in promoting social and environmental responsibility in their local area. The pilot scheme itself has seen involvement increase last year from 48 to 120 children, 70 per cent from BME communities.

⁶ Building for life standard is the national benchmark for well-designed housing and neighbourhoods in England awarded to housebuilders and housing associations that demonstrate a commitment to high design standards, good place making and sustainable development.

⁷ Ecohomes- rating of environmental performance of a building based on criteria set by the Building Research Establishment. In April 2007 the Code for Sustainable Homes replaced Ecohomes for the assessment of new housing in England. EcoHomes 2006 will continue to be used for refurbished housing in England and for all housing in Scotland and Wales.

⁸ BoKlok - design concept developed in Scandinavia with IKEA of environmentally friendly, sustainable system built units providing mixed tenure, affordable homes in a development encouraging safe, communal interaction.

⁹ Housing Expo - a major new development aimed at attracting international interest due to its innovation in urban design and architecture, incorporating cultural events, exhibitions and shows, as happened in Malmo, Sweden.

Elevate East Lancashire activity

- 22** Overall, the pathfinder is performing well in support of the Respect action plan as outlined in the protocol agreed with CLG. The delivery plan is comprehensive, provides an effective outline of the multi-agency approach and clearly allocates responsibilities for action and resources required. While on target to meet a majority of the actions, key outstanding actions include the completion of the neighbourhood vitality index to better map and monitor change over time; the completion of the neighbourhood management review and the neighbourhood management strategy; the development of a pathfinder-wide community cohesion strategy.
- 23** We found Elevate to be performing well because it has a range of strengths including:
- the effective use of a range of robust data, including resident's perception, to inform plans and programme interventions;
 - a strong emphasis on community cohesion which is driving the development of a sub-regional strategy;
 - the use and promotion of innovative approaches to community engagement;
 - a strong focus on design quality and the sharing of good practice through training and other events; and
 - strong partnership working to support a range of specific initiatives helping to tackle anti-social behaviour and crime and sustain neighbourhoods through change.
- 24** However there are some areas which require improvement. These include:
- monitoring of ASB performance is not consistent across all neighbourhood management areas; and
 - the level of ASB and crime across the whole pathfinder area is not yet reviewed at a strategic level within the pathfinder, in order to more fully understand the impact of intervention programmes on crime and disorder including on adjacent areas.

Smart intelligence on anti-social behaviour to inform actions

- 25** Our baseline report found that Elevate has taken a lead role in implementing the methodologies necessary for gaining a better understanding of local communities' perceptions of anti-social behaviour and crime. It was developing its local information system (LIS) as an analytical tool, enabling the pathfinder to highlight changes over time as part of a traffic light system.

- 26 The pathfinder has now added data on crime and ASB, including perception data from the Living and Working in East Lancashire Survey. This has been supplemented by fear of crime data from the Lancashire Citizens Panel. The LIS was officially launched in October 2007, and the pathfinder is now working on the identification of indicators to include as part of the neighbourhood vitality index. Neighbourhood profiles using this data are due to be completed by March 2008, and the pathfinder intends to use them to track change and demonstrate impact of interventions. Additional data is gathered through the use of project appraisal forms to monitor project contributions to the Respect action plan.
- 27 ASB and crime data is used to inform local HMR delivery teams engaging with neighbourhood management staff and residents to ensure that local issues are addressed through the master planning process. Neighbourhood managers and the multi-agency problem solving (MAPS) and other tasking teams also map incidences of crime and ASB to identify suitable interventions. Neighbourhood management action plans are being developed for all intervention areas and will incorporate a focus on addressing the ASB and crime hotspots identified through the data gathering exercise.
- 28 Regular updates on ASB activity are provided by neighbourhood managers at the six-weekly meetings of the East Lancashire neighbourhood managers' network. Monitoring of ASB performance by neighbourhood managers, however, is not yet consistent in each of the boroughs. The neighbourhood management review will highlight appropriate performance management indicators and targets in relation to Respect.
- 29 A community cohesion strategy is being developed based on ASB and other data, to ensure coordination of Respect related activities across the pathfinder area by March 2008. The Pennine Lancashire Chief Executives Group (PLACE) has now taken responsibility for the production of this, with a view to seeing if the area could become a centre of excellence for conflict resolution.
- 30 The original programme of community impact assessments has been reviewed and now forms the basis, together with wellbeing impact assessment, of the development of Added Value Plans by Lancashire County Council. These plans will seek to maximise the councils support for communities affected by the HMR interventions by ensuring that services are focused appropriately. Elevate is now working with Lancashire County Council to map current data down to individual addresses. By linking this to planned interventions, the pathfinder is aiming to develop value added mapping through GiS to demonstrate the impact of its activities. Elevate is also currently collating data via the LIS to enable monitoring of impacts on adjacent areas at a strategic level, including those on crime and disorder.

Simple and effective communications with the community

- 31** The baseline report identified that engagement with residents on an ongoing basis has been an integral part of the Elevate approach, and had led to examples of innovative practice. The pathfinder has continued to develop this approach, and has ensured that effective neighbourhood management has been a central element in the process. Neighbourhood management teams are established in all five of the local authorities. Neighbourhood managers work with local partners and HMR delivery teams to engage residents in master planning and design. In addition they facilitate resident involvement in various neighbourhood action groups and police and community together (PACT) meetings.
- 32** In the Colne South Valley area of Pendle, an area originally identified for major capital investment, the pathfinder has worked with its partners through the Waterside Residents' Neighbourhood Action Group to address ASB and crime hotspots. After a concerted effort on tackling environmental issues and addressing the worst aspects of market failure in small areas through face-lifting and individual demolition, the area has improved dramatically. It is now unlikely that further large scale capital investment will be required in this area. Following the twelve month pilot from December 2005 to December 2006, house prices have increased and there have been significant improvements in crime and ASB. Overall, 51 per cent of residents say it's a better place to live; burglary is down 50 per cent; criminal damage is down 14 per cent; and violent crime is down 31 per cent.
- 33** The pathfinder has also employed a creative community engagement officer to support the delivery of its programme. In partnership with Arts Council England North West, and the Lancashire County Council's Arts Development Service, the three year post will deliver a programme of creative community engagement throughout the HMR area. For example, the Burnley planning process engaged residents' in master planning through family fun days, the use of a bus gathering opinion and involving children, and using projections onto walls at night.
- 34** Elevate funds the Homesure landlord and tenant project, which helps to coordinate Local Authority administration of their landlord accreditation schemes. Elevate will continue its support for staff capacity to promote landlord accreditation through a £50,000 contribution to each of the local authorities, pending its future coordination through the Pennine Lancashire Strategic Housing Group.
- 35** The Elevate communications team liaises with local authorities' communications teams to ensure consistent and accurate information is provided about the programme, and to provide support for councils' in their use of local media and leafleting to keep residents informed. A direct access point for residents has been created on the home page of Elevates new website. Elevate's website also links directly to the councils' HMR web pages.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 36 The baseline report found that Elevate has worked well in collaboration with CABE and local authority planning and HMR delivery teams to produce a design approach for a number of key area development frameworks and master plans. It had also enshrined specific standards such as Secure by Design¹⁰ (SBD) and the Building for Life silver standard within key performance indicators to monitor developer performance and ensure a consistent standard is achieved.
- 37 SBD requirements have now been included in all overarching developer agreements produced to date. The pathfinder has also issued its 'Raising Design Quality in Pennine Lancashire' handbook, produced with the support of RENEW Northwest¹¹. This encourages better designed housing and public spaces and provides guidance and best practice for regeneration professionals.
- 38 The guidance for all developments in the HMR area includes a creative engagement approach to resident involvement. For example in Nelson, the Bradley HMR master plan has been agreed following community engagement involving walking the streets with residents and includes designs for a new park and an agreement for the neighbourhood management team to address local priorities such as cleanliness standards and ASB.
- 39 As part of Elevate's creative community engagement programme, creative development days have been set up to explore the role that creative activity can play in regeneration, and how artists can be involved in this process. The conference will disseminate examples of good practice in housing regeneration where artists have been employed as creative consultants within project teams to strategically deliver engagement activity with residents and local people, to bring creativity to the heart of the regeneration programme.
- 40 Elevate is also working in partnership with CABE, English Heritage and RENEW to secure good design quality through a number of other initiatives including design and sustainability training sessions, study tours, design demonstration projects and the establishment of the Pennine Lancashire design network. They are also exploring with Lancashire County Council, the feasibility of setting up a design academy to provide training and help communities to better inform and affect development proposals in their area. Two CABE staff members are employed within the Design and Heritage Pennine Lancashire (DHPL) programme which is embedded within the pathfinder team, helping Elevate address issues of heritage and design.

¹⁰ Secure by Design standard is a police initiative to encourage the building industry to adopt crime prevention measures in development design.

¹¹ RENEW Northwest is the Regional Centre of Excellence for Sustainable Communities. It develops learning opportunities to provide practitioners with the skills and knowledge required to deliver sustainable communities

- 41 The pathfinder also makes use of proven design approaches, for example target hardening and alley-gating, that have led to reduced crime and anti-social behaviour. Group repair specifications seek achievement of SBD standards through window and door specifications which meet BS safety and security standards. Elevate funding of environmental improvement projects will continue into the 2008/11 programme.

Gateway Hull and East Riding of Yorkshire activity

- 42 Overall, the pathfinder is performing well in support of the Respect Action Plan as outlined in the protocol agreed with CLG. Whilst the Respect Delivery Plan 2007/08 is not fully SMART¹², it is comprehensive and most of the actions the pathfinder has set for itself have been implemented.
- 43 We found Gateway to be performing well because it has a range of strengths including:
- a comprehensive, up to date and shared database, tracking the impact of interventions over time, which is used to inform pathfinder policy and strategy;
 - strong and effective neighbourhood management, consultation and communication processes;
 - a strong focus on design quality and the development of good practice including community capacity building initiatives; and
 - demonstrable success in tackling ASB and crime through planned interventions.
- 44 However there are some areas which require improvement. These include:
- community cohesion is not addressed at a strategic level across the Pathfinder area;
 - the Design Guide has not yet been adopted by Hull City Council; and
 - finalise proposals for more effective enforcement and accreditation of private landlords.

Smart intelligence on anti-social behaviour to inform actions

- 45 Our baseline report found that Gateway had developed an understanding of the incidence of crime and anti-social behaviour through its use of neighbourhood profiles. The need to tackle crime and anti-social behaviour had also been a key feature of planning in each area, and the pathfinder had responded to concerns about crime and anti-social behaviour by funding neighbourhood management pilots in its priority areas.

¹² Specific, Measurable, Achievable, Resourced, Time bound.

- 46 The pathfinder has continued to develop its understanding of crime and disorder, funding an analyst co-located within the CDRP to coordinate crime and community data for the pathfinder area. Neighbourhood profiles are refreshed through an annual update, and are kept refreshed throughout the year through regular use of police and local authority data, including exit surveys from intervention activity. The pathfinder is also due to update its residents' perception survey in 2008.
- 47 Overall in the city, crime is showing a reduction of 39 per cent in the rolling year to 31 December 2007 against a target of 30 per cent. The pathfinder works closely with the CDRP to provide an overall intelligence assessment for the city mapped on ward and hotspots basis. A breakdown of BCS comparator crimes and ASB at ward level in the pathfinder areas enables the Gateway analyst to track changes, and the impact on surrounding areas over time.
- 48 The community action box (CAB) initiative in Newington and St Andrews (NaSA) collects and reports crime and ASB data to the area partnership board on a regular basis. The CAB is moved around every three to four months to address crime and ASB hotspots in and around the HMR intervention areas. There has been a marked improvement in the ASB and crime figures in the area related to the use of the CAB. For example, there was a 50 per cent drop in reported violent crime during the three months it was stationed on Granville Street, West Hull in 2007. This demonstrates clear and positive impacts of intervention in a pathfinder area.
- 49 Neighbourhood profiles, including data about ASB and crime are used to inform the neighbourhood renewal assessments and develop area action plans, as part of the master planning process in each intervention area. Information has also been shared with Hull City Council's area teams who are developing area community plans as part of the development of the local area agreement (LAA)¹³. The LAA adopted in 2007 provides the performance framework for intensive neighbourhood management, and includes targets for crime reduction and dealing with ASB. Gateway has used its crime and ASB data to support development of the LAA and particularly the proposals for intensive neighbourhood management.
- 50 Gateway continues to make a contribution to the costs of neighbourhood management pilots. The East Hull regeneration office opened in June 2007 and there is now one in each priority area.
- 51 Regular meetings of partnership boards in each intervention area include city council officers and members, elected residents, other relevant regeneration bodies and lead housing association partners. These review the progress of the Gateway programme as well as neighbourhood management issues, including crime and ASB, in pathfinder areas.

¹³ LAAs set out the priorities for a local area agreed between central government and a local area (the local authority and Local Strategic Partnership) and other key partners at the local level.

Simple and effective communications with the community

- 52 Our baseline report identified that Hull City Council's area committees provide an ongoing forum for public comment on public services within each part of the city, while area partnership boards focus on Gateway's plans. There are also more specific mechanisms for engaging local people in developing neighbourhood plans in priority areas.
- 53 Gateway is continuing with its master planning process which includes a detailed process of resident engagement. The pathfinder is funding capacity building courses for residents, and is running a second project for engagement of young people underway in East Hull, building on existing community engagement and training initiatives in the area.
- 54 A service level agreement is in place between Gateway and the city council to coordinate and manage the delivery of neighbourhood management in the pathfinder areas, ensuring that communities are appropriately informed, engaged and supported through the changes in their neighbourhood. The pathfinder's 'supporting people through change' programme is funding a number of projects, including environmental rangers, youth diversionary and outreach work.
- 55 The CAB in NaSA provides local access to police, fire, council and community warden staff. It also provides a base for other community groups and initiatives, such as Surestart, the ASB team, fire youth interventions, youth council, drugs intervention and community groups. In the Preston Road neighbourhood management area, over 50 resident street champions have now been recruited to report problems and provide talking shops in the area.
- 56 Landlord accreditation and HMO¹⁴ licensing schemes are in place and the pathfinder is working with the city council and private sector landlords to review the effectiveness and enforcement of standards. The council has established a steering group, supported by the pathfinder, and is currently consulting on proposals for a more proactive approach to enforcement and accreditation - a decision is expected in May.
- 57 Quarterly newsletters are produced in each intervention area. CAB relocation in NaSA is also accompanied by newsletters targeted at the specific intervention areas. The Gateway website has been redesigned to improve accessibility and provides information on plans and proposals at a local level.
- 58 Multi-agency groups including police, fire and rescue, ASB teams, voluntary and community sector, social services, housing and enforcement services, wardens and local regeneration teams, meet on a regular basis responding to local concerns and issues. These groups also hold regular face the people sessions to feedback and listen to issues of concern.

¹⁴ HMO - Houses in Multiple Occupation. Properties that have been divided into a number of separate living areas.

- 59 The pathfinder and its partners are developing their approach to community cohesion. For example in Preston Road, there is a cross agency approach to promote a clear message of non tolerance of ASB to counter some resentment from existing residents to incomers. They are also aiming to develop a neighbourhood agreement. However, these are local initiatives on the ground responding to specific community cohesion issues rather than a coordinated strategic approach.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 60 Our baseline report found that the pathfinder has consulted local people on plans for physical change to tackle problems in its priority areas at a number of levels to date.
- 61 The pathfinder is continuing with capacity building through community based training programmes based around workshops that aim to give residents an insight and understanding of the regeneration and development process. Working with arc, the Humber centre for excellence in the built environment, a range of lunchtime workshops have been developed, held locally to enable easy access by residents.
- 62 Residents have been involved in detailed consultation in a number of initiatives in 2007, including the Learning to See project (NaSA) encouraging primary school children to look at their immediate environment and see how it could be improved; Hot shots (East Hull) to raise awareness of the regeneration, planning and design process; the engagement of young people in pre-planning through a Youth Council event, with young people mapping safe places and planning ideal neighbourhoods.
- 63 The design guide, developed with residents' involvement, includes Secure by Design principles. This is now awaiting city council adoption as supplementary planning guidance within the local development framework. In addition, the design panel run by arc meets monthly and includes the police architect, the local planning department, architects, urban designers and engineers to consider development proposals at various stages. All Gateway new build projects have been considered by the panel and meet Secure by Design standards.
- 64 Standards for external improvement within pathfinder areas include door and window replacements to increase security, and boundary treatments to delineate private space. For example in the Melrose Street area of west Hull, full height wooden gates have been fitted denying unauthorised access to the rear of paired terraced houses. Customer feedback surveys show improvement in fear of crime.
- 65 The sustainable homes standard has been included as a key performance indicator in the legal agreement between lead developers and Gateway. The lead developers are working in partnership with Gateway and the local planning authority to develop masterplans and area action plans.

- 66 Alley-gating has been implemented, and extensive coverage has meant a declining need. A residents' survey in NaSA showed that after alley-gating: 100 per cent said they felt safer; 100 per cent thought house and rear entry were more secure; 93 per cent thought crime had decreased; 89 per cent stated they felt more confident that their house was protected; 74 per cent stated environment was cleaner; more than half thought that community spirit had improved.

Manchester Salford Pathfinder (MSP) activity

- 67 Overall, the pathfinder is performing well in support of the Respect Action Plan as outlined in the protocol agreed with CLG. The delivery plan is comprehensive, provides an effective outline of the multi-agency approach, and clearly allocates responsibilities for action and resources required. A majority of the actions the pathfinder has set for itself have been implemented.
- 68 We found MSP to be performing well because it has a range of strengths including:
- a robust and comprehensive range of data which provides a good understanding of the levels of crime and ASB across the pathfinder area including any displacement to neighbouring areas;
 - strong partnership working to address issues of crime and disorder across the pathfinder area;
 - ongoing support for communities through the process of change including the use of landlord licensing schemes; and
 - a focus on design and demonstrable success in tackling crime and disorder through planned interventions.
- 69 However there are some areas which require improvement. These include:
- the pathfinder could do more to ensure that best practice on promoting community cohesion in regeneration areas is shared across the market renewal area; and
 - while a lot of work has been undertaken to promote the Respect agenda not all housing associations are fully engaged in addressing Respect issues across the pathfinder area.

Smart intelligence on anti-social behaviour to inform actions

- 70 Our baseline report found that MSP had used its own research and consultation to contribute to a wider understanding of the incidence of anti-social behaviour in its area. The pathfinder had led on neighbourhood planning with local people and was developing its Tracking Neighbourhood Change model to map a range of data on neighbourhood conditions with the potential to help draw conclusions about the effectiveness of interventions in localised areas.

- 71 The pathfinder has continued to use its research and data to contribute to a wide understanding the changing face of communities in the two the cities. It is enabling, for instance, an understanding of population changes at a local level which do not yet show up at a census data level. This has influenced Manchester City Council to widen definitions on its standard monitoring data collection forms.
- 72 MSP is also continuing to develop its tracking model to include crime data at a neighbourhood level. Current data shows that burglary rates in the pathfinder areas have decreased since 2003, but that theft from and of vehicles is showing no reduction.
- 73 For example, the North Manchester area development framework (ADF) report of November 2007 shows that the burglary rate has decreased by over 50 per cent since 2003 and that the gap has closed between the overall city rate and the ADF. It also shows that the greatest impact has been in the intervention areas where burglaries were the highest. Similar neighbourhood market intelligence reports including crime data will be produced for each area development framework (North, East and South Manchester and Central Salford), and updated on a six-monthly basis.
- 74 The pathfinder has also continued to use survey data to inform the programme of work. A new build home movers' survey for example, sent to all occupied properties built between 2004 and 2007, found security to be the most positive aspect of the new homes amongst respondents (80 per cent). MSP is also to commission a follow up to its initial residents survey published in July 2005, which will include perceptions in relation to crime and ASB in all HMR neighbourhoods.
- 75 MSP continues to support the work undertaken in the two cities through the existing CDRP, and the Anti-Social Behaviour Action Teams. MSP has encouraged the sharing of systems and expertise so that the Pathfinder neighbourhood data assists analysis and a wider understanding of crime and disorder across the City Councils. This allows the impact of pathfinder interventions to be assessed and enables a focus on high crime and trouble spot areas. MSP delivery team representatives also sit on Respect and antisocial behaviour steering groups to help shape and coordinate activities and initiatives such as Respect action weeks, and identify any displacement issues.
- 76 The pathfinder makes use of intelligence gathered through the CDRPs. For example, Salford CDRP carried out a review of British Crime Survey (BCS) comparator crimes after alley-gating and improved street lighting work in the Broughton intervention area in June 2007. Overall crime had decreased by 29 per cent in the 12 months after the work was carried out compared to the 12 months prior to the work commencing; offences of burglary dwelling decreased by 55 per cent; offences of criminal damage decreased by 32 per cent; and, offences of theft from person had almost ceased. As a result of such intelligence, the pathfinder is continuing to provide capital resources for activity such as environmental improvements, alley-gating and streetscape works in consultation with residents.

Simple and effective communications with the community

- 77** The baseline report identified that there had been long term engagement with the community through the development of strategic regeneration frameworks (SRF) in the two cities.
- 78** The pathfinder has continued with this process through ongoing consultation on a revised East Manchester SRF and on Central Salford masterplans. Consultation methods have included drop-in sessions, questionnaires, discussion forums, blogs and video. Residents have also been consulted on the selection of developers for five development sites in Harpurhey (North Manchester).
- 79** MSP also continues to support the work undertaken within the two cities in the delivery of Respect actions. HMR delivery team representatives attend local crime and disorder and other community meetings. Attendance and referrals of ASB incidents are being monitored as part of the quarterly HMR area delivery team monitoring process.
- 80** MSP funds private sector management teams in the two cities. This provides focused activity in the intervention areas, working with landlords, and their tenants and with anti-social behaviour teams, the police and street and environmental managers to improve and maintain neighbourhoods across all tenures. Approval has been gained from the CLG for the largest selective licensing scheme in the country, covering Harpurhey and Lightbowne (North Manchester), Bradford and Gorton (East Manchester) and Seedley and Langworthy (Central Salford).
- 81** The pathfinder is also providing ongoing funding for the Anti-Social Behaviour Action Teams (ASBAT) and Mediation Services in Manchester to extend intensive neighbourhood management to cover owner occupiers and the private rented sector. This is aimed at taking enforcement action as well as providing coordinated support across tenures in the HMR areas.
- 82** Mediation services for example, work with landlord licensing events, and forums. Information packs produced for landlords and residents include sections on mediation. The service is also continuing its work with housing associations in the Manchester area, encouraging them to actively promote the use of mediation as an effective tool in preventing escalation of ASB. The ASBAT also share information and provide statistics on landlords. An increased reporting of problems is seen as a sign of success in raising the profile of the services to private residents. During the first six months of 2007/08, 169 households received an intervention from ASBAT and 31 from the mediation service

- 83 MSP has now established a website which includes links to news items related to Respect activity in the two cities, for example information on the Respect Action Weeks. Publicity is provided to residents as follow-up for the Respect Action Weeks and demonstrates the impact of interventions through decreases in crime in pilot areas. In Harpurhey the follow-up newsletter in June 2007 highlighted that compared with the same week in 2006, common assault reduced by 75 per cent; criminal damage reduced by 19 per cent; burglary reduced by 80 per cent; thefts of motor vehicles reduced by 62 per cent; anti-social behaviour reduced by 25 per cent; and, overall crime reduced by 31 per cent.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 84 The baseline report found that the ongoing resident engagement had ensured that new developments have been planned to provide the sorts of new homes that will meet the needs and aspirations of existing residents, as well as being attractive to people moving into the area. Residents affected by clearance have been helped through the process to ensure that neighbourhoods are stabilised and not allowed to deteriorate any further.
- 85 MSP has continued its alley-gating programme with over 4,000 residents benefiting from HMR funded activity during April – December 2007. Evaluation of alley-gating work in Salford and other areas shows a reduction of offences by 11 per cent and burglary by 62 per cent, and increased resident confidence. The Pathfinder has also carried out Facelifting and streetscaping work to improve the image and security of neighbourhoods. A home maintenance and handyperson scheme has also been ongoing during 2007/08, providing support for vulnerable owner occupiers.
- 86 Manchester City Council's Guide to Development (including Secure by Design principles) was adopted as Supplementary Planning Guidance in April 2007. Salford City Council's Design Guide SPD, 'Shaping Salford', has been adopted in March 2008. MSP is now looking to tie together the design guidance from both cities in a Pathfinder specific policy.
- 87 The pathfinder has established an informal technical sounding board, which CABA attends on specific issues, to overview early development plans in pathfinder areas and ensure that they establish sound design principles. Sounding boards have been used for example, to overview developments in the North Irwell Major Intervention Area (MIA).
- 88 The pathfinder has continued its involvement with CABA through the development of the Design guides and in attending learning events such as the Celebrating Success event held in July 2007.

- 89 Residents are involved throughout the regeneration process including the selection of development partners and in the production of development plans. A People's panel for example was used for developing the Charlestown Riverside masterplan. Design objectives set by the panel include providing security by good design and providing natural surveillance and supervision to increase security. Development Agreements incorporating Secure by Design principles have been finalised with partners in Kersal Riverside and Charlestown Riverside, and Toxteth Street, East Manchester during 2007.
- 90 Mancunian Agreement pilots have been established in Cheetham, Crumpsall and New Moss Brook in North Manchester, led by the Manchester Partnership (the LSP). This is a written set of principles agreed by local residents and ward members, detailing acceptable levels of behaviour that will be tolerated by the local community. The New Moss Brook Agreement for example, includes principles around cleanliness, safety, trust, respect and understanding between neighbours. It has a particular focus on increasing understanding between 'traditional' population and people from other countries that have settled in the area, dispelling myths and removing suspicion so as to reduce tension.
- 91 There is scope for the pathfinder to ensure that best practice on promoting cohesion in neighbourhoods where market renewal activity is leading to changes in the local population, is shared across the pathfinder area.

NewHeartlands Merseyside activity

- 92 Overall, the pathfinder is performing well in support of the Respect Action Plan as outlined in the protocol agreed with CLG. The delivery plan outlines its actions to support its partners to deliver a range of projects and programmes, and while there has been good progress against targets, performance could be enhanced by making all targets SMART.
- 93 We found NewHeartlands to be performing well because it has a range of strengths including:
- the development of a database, including residents' perceptions, to support CDRP plans and help programme interventions to address crime and ASB in the pathfinder area;
 - strong partnership working and innovative programmes to support a range of specific initiatives helping to tackle anti-social behaviour and crime and sustain neighbourhoods through change;
 - regular engagement with communities to ensure that local priorities are addressed on an ongoing basis;
 - demonstrable success in tackling crime and disorder through planned interventions; and
 - a focus on design including resident training to improve community capacity.

- 94 However there are some areas which require improvement. These include:
- the pathfinder does not yet fully have a strategic overview of the impact of its interventions on crime and ASB across the whole pathfinder area and needs to ensure that this is carried out as part of the annual area profiles review;
 - Community Cohesion is not addressed in a strategic way across the pathfinder area; and
 - Secure by Design standards for all new build has not yet been adopted across all Local Authority areas.

Smart intelligence on anti-social behaviour to inform actions

- 95 The NewHeartlands Pathfinder continues to see its role as providing support to the work of the CDRPs in the three Local Authority areas. It is working well with its partners to ensure that intelligence on residents' perceptions of anti-social behaviour is linked to market intelligence to inform its programme of work. It does not however, currently coordinate data across the whole Pathfinder area although it uses CDRP and other data on crime and ASB at the local (ward) level.
- 96 In our Baseline Report we identified that NewHeartlands was working with a wide range of agencies, and was developing its own Market Intelligence Service. The NewHeartlands Sustainability Index has now been developed and populated with baseline crime and ASB data, and the Pathfinder intends to incorporate an appropriate section in annual Area Profiles to track change within the Pathfinder area.
- 97 The Pathfinder has gained further intelligence as part of its 2006/07 evaluation, which included a residents' survey to identify levels of satisfaction with property and neighbourhoods and attitudes to crime and ASB. Further research undertaken on behalf of Liverpool Community Safety in 2006/07 investigated the propensity of professional groups living in the wider city region to move to NewHeartlands. This concluded that although, in reality, Liverpool does not have one of the worst records for crime amongst major cities, the perception is strong and it is clearly a barrier to inward migration for professional groups. The evaluation and research outcomes provide a clear steer for continuing activity to address ASB and crime across the Pathfinder.
- 98 The pathfinder also continues to part fund a post in Sefton Council's Community Safety Team which provides information on ASB, fly tipping and other environmental issues. Monthly reports help provide Strategic Intelligence Assessments to the Area Committees, Neighbourhood Managers and housing associations. In Wirral, the Pathfinder part funds the warden service which uses police data to target environmental and crime hotspots for joint initiatives.

- 99 Further data is used to support HMR specific groups and activities particularly the management of voids. In Liverpool, for example, the 'Living through Change Voids & Target Hardening Monitoring Group' ensures that ASB linked to both void properties and occupied properties in the clearance areas is kept to a minimum. Residents are reporting that problems have decreased substantially; arson attacks for example, have reduced significantly. In addition, Merseyside Police has reported that of the thousands of properties that have benefited from target hardening interventions in the Liverpool HMR area, none of them has been subject to a breach of any sort.
- 100 The impact on outlying areas is also tracked and data shows that voids have reduced and house prices have increased. CDRP statistics also show that overall crime is going down and there is no trend of displacement of crime or ASB to neighbouring areas. Analysis in October 2007 of the first Week of Action showed that there has been a 63 per cent reduction in recorded crime in the targeted areas and a 41 per cent reduction in the wider area. Research into the effectiveness of alley-gating for example, shows that the programme between 2000 and 2004 has reduced domestic burglary by 37 per cent and there have been improvements to surrounding areas rather than a displacement of crime.

Simple and effective communications with the community

- 101 NewHeartlands is working well to ensure that residents are kept informed of and in turn inform Respect plans. The local authorities and/or the lead housing associations are responsible for the delivery of all community engagement activities on the ground. NewHeartlands' Living Through Change programme is the key strategy which supports the operations of the local teams - target hardening and environmental clean ups. This has a significant impact on reducing the fear of, as well as the incidence of crime and ASB.
- 102 The Pathfinder also provides ongoing neighbourhood support, for example through funding neighbourhood offices and neighbourhood teams which work with the community to address issues such as fly tipping, ASB, and youth disorder. In the Sefton intervention area, for example, the neighbourhood management team has worked with a residents' panel and youth groups to develop a Good Neighbourhood Agreement between residents, and the housing associations operating in the area, Sefton Council and the Police. This Agreement encourages residents to report and record incidents of ASB, and to take responsibility for their behaviour. All new build residents have signed the agreement and it is also distributed to existing residents, local shop keepers, businesses, schools and colleges.

- 103 Numerous newsletters have been produced by housing associations and the HMR delivery teams providing information on Respect activities and highlighting success in addressing ASB and crime. For example the Anfield and Breckfield Renewal Team in Stanley Park produces regular newsletters which provide feedback to residents on initiatives such as the Jigsaw Neighbourhood Solutions. This targets and responds to environmental problem areas and other issues and has successfully encouraged local businesses to remove their trade waste responsibly and reduced the timescales for removal of flytipping to less than 48 hours.
- 104 Regular meetings such as area forums are held with residents to ensure that local priorities are addressed on an ongoing basis. The Pathfinder is also working with its partners including through Neighbourhood Action Groups to coordinate activity on the ground to address local concerns.
- 105 In Anfield, for example, children are involved in litter picking on match days in return for access to games, and having bins provided by Liverpool Football Club. Through target hardening, additional street cleaning and enforcement action, the area has been improved.
- 106 NewHeartlands is currently reviewing its overall community engagement strategy, and updating it with new guidance for its delivery agents by April 2008. This incorporates a checklist of good practice and a toolkit to support effective participation.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 107 Across the Pathfinder a design consultation process is ongoing between developers, residents, housing associations and local authorities as part of the Masterplanning procedure. Merseyside Police's Architectural Liaison Officer is formally consulted on all masterplans. There are also formal design panels incorporating in addition CABI and English Heritage, for certain schemes. For example, in the Wirral intervention areas, the Pathfinder has worked closely with CABI and residents to ensure that communities have access to play facilities and shops, to reduce the sense of isolation and engage with young people.
- 108 All housing association new build throughout the pathfinder area meets Secure by Design standards. Sefton also requires this for private new build in its published Planning Guidance. Liverpool and Wirral are working towards this.
- 109 The Pathfinder has been involved with CABI in a design work group although CABI's involvement has moved towards advising on specific schemes and the wider working group is no longer meeting.
- 110 The pathfinder has funded the Wirral Community Compass Academy aiming to assist local people gain a greater insight into regeneration and how it affects their communities. The project gave 21 people living in and/or working in Wirral's HMR neighbourhoods the opportunity to learn about and question current regeneration policies and initiatives. This has enabled people who attended the course to have a greater understanding and give a greater input into regeneration activity within their communities.

- 111** The pathfinder has also funded security and other environmental works such as improved lighting to encourage safe usage of Mersey Park in Wirral, and the renovation of a local boxing club to help provide diversionary activities for young people.
- 112** The Pathfinder is working to ensure a whole community approach to its redevelopment proposals. It has developed an action plan following an Equalities Impact Assessment in 2006, with an ongoing commitment to monitoring community cohesion and the changes that result as a consequence of consultation with diverse groups. Specific work to support communities through change helps address community cohesion issues. For example, the 'bridging the divide programme' in Liverpool, addresses fear of crime through young people going into sheltered schemes. However, Respect activity is not linked to an overall Community Cohesion strategy, and the pathfinder has not yet updated the Equalities Impact Action Plan on its website to show the progress made on its priorities.

Partners in Action (PIA) Oldham Rochdale activity

- 113** Overall, the pathfinder is performing well in support of the Respect Action Plan as outlined in the protocol agreed with CLG. The delivery plan is comprehensive and outlines an effective multi-agency approach, with clearly allocated responsibilities for action and resources required for delivery. Most of the actions identified have been implemented. Outstanding actions include the development of a new pathfinder performance management framework, and the completion of neighbourhood engagement plans.
- 114** We found PIA to be performing well because it has a range of strengths including:
- a comprehensive database, including residents' perceptions, informing the development of pathfinder policy and strategy;
 - effective consultation and communication processes including publicity around its Respect delivery plan;
 - an emphasis on community cohesion, including funding of innovative approaches; and
 - a strong focus on design quality and the sharing of good practice through seminars.
- 115** However there are some areas which require improvement. These include:
- the impact of HMR interventions on crime and ASB performance, including the impact on adjacent areas, needs to be fully assessed across the pathfinder area as the programme develops; and
 - work with partners to address ASB in the private rented sector with Oldham is at an early stage.

Smart intelligence on anti-social behaviour to inform actions

- 116 Our baseline report found that Partners in Action has understood local people's perceptions of crime and antisocial behaviour (ASB), and the impact on their preferences of where they wish to live. Residents' forums and multi-agency partnerships had also been established in each of the priority areas.
- 117 The pathfinder has continued with its extensive research programme focussed on understanding local neighbourhoods, resident motivation and impact of interventions. For example, the cohesion research reported to HMR Board in June 2007 provided firm evidence that ASB is a driver in the market and some areas are perceived to have higher levels of ASB than others. This is re-enforced by the results of the new build survey, completed in November 2007, indicating that the quality of new build will be extremely important in attracting and retaining residents to areas which are perceived to have problems with ASB. A movers' survey is underway with analysis due for completion in April 2008. The pathfinder is also currently planning for a Household Survey to be undertaken in 2008.
- 118 Research evidence gathered has played a key role in the development of pathfinder policy and strategy. For example interventions in the private rented sector. Detailed mapping of ASB reported in the private rented sector revealed that 80 per cent of cases were within the HMR areas. This has informed the development of a private rented sector protocol between the pathfinder and both partner local authorities. This outlines key activities and initiatives for improving management standards and tackling ASB in the private rented sector, including the establishment of a joint multi-agency steering group and exploring the use of selective licensing. The protocol is based on an existing one with Rochdale MBC, which has been successful in providing early intervention by the landlord to reduce ASB in the sector and in addition, reducing the number of private tenants being evicted from their property and then presenting themselves as homeless.
- 119 Quarterly meetings of the HMR Respect group ensure a correlation between reported incidents of ASB and areas of HMR intervention. The regular meetings attended by resident representatives, the police and ASB staff within the two local authorities, are informed by ongoing neighbourhood mapping of crime and ASB. Monthly ASB hotspots are identified and information presented to relevant council committees and information gathered is used to develop a multi agency response to specific types of incident.
- 120 The pathfinder has developed its evaluation processes as part of a new pathfinder performance management framework, which enables an assessment of the impact of its interventions including ASB and crime. HMR funding in the future is to be linked to a greater focus on areas of problem ASB.

Simple and effective communications with the community

- 121 Our baseline report identified that the pathfinder engages with people at both a strategic level through the residents Sounding Panel, and at a neighbourhood level through public meetings, surveys, visits, and meetings with individuals.

- 122 The pathfinder has now successfully launched its Respect delivery plan at a public cross-partner event in September 2007. It has also produced a leaflet for all residents giving a summary of the key actions the pathfinder will take and the measures for success. Full details of the delivery plan are available through the pathfinder's website with links to government and partners' Respect web pages.
- 123 The Resident sounding panel membership has been refreshed to make it more representative of local demographics and a development programme has been undertaken, to ensure the panel more effectively focuses on issues relevant to residents. In the immediate future, the group will be considering housing affordability, rehousing options and Respect. The pathfinder has also commenced development of an email group to widen participation.
- 124 The pathfinder also works closely with the local authorities and other agencies to increase awareness of ASB/crime prevention in its areas. The pathfinder communications manager has assisted in the promotion of various weeks of action with the HMR area, including the use of local press, radio and other media.
- 125 Regular leaflets and newsletters issued in intervention areas highlight confidential reporting mechanisms, action taken in the case of specific incidents and measures being taken to promote environmental security. Recent Derker and Werneth newsletters for example, have highlighted HMR environmental officer enforcement action on flytipping. There is also regular community consultation and feedback on neighbourhood master planning, including a focus on security and feelings of safety in planning open spaces.
- 126 The pathfinder has also established an innovations fund to develop innovative ways to promote neighbourhood management and community cohesion initiatives. 'Promoting Opportunities in New Neighbourhoods' is a community induction project which aims to introduce individuals from different ethnic backgrounds to neighbourhoods where they haven't traditionally lived. 'Philosophy for Communities' is aimed at bringing together people from different communities in an imaginative and fun way to explore housing related issues.
- 127 HMR funded neighbourhood teams continue to provide a contact point for local residents on a day-to-day basis in all major intervention areas. Neighbourhood engagement plans, focussing on improved communications, consultation and engagement and capacity building, are now being developed alongside the 2008/09 delivery planning process.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 128 Our baseline report found that the pathfinder has engaged with local people on the future for their neighbourhoods through the production of a master plan for each of the four priority areas. Partners in Action also led the production of a comprehensive design guide, in collaboration with CABI, which clearly sets out principles of good design, including the Secure by Design standard. All new HMR funded developments are required to meet level 3 of the code for sustainable homes and Secure by Design and at least the building for life silver standard.

- 129** The Oldham and Rochdale urban design guide has now been adopted as statutory planning documents by both authorities. Principles of safety, security, inclusion and enhancing a sense of identity and place are enshrined in the document. In addition, all projects subject to HMR appraisal must now include details of community engagement activity.
- 130** The pathfinder has also delivered a seminar programme on design quality, with workshops including Streetscene and the code for sustainable homes and further training planned in with development control and strategic planning officers from both partner authorities.
- 131** Pathfinder schemes continue to receive awards such as Dale Mill and Trafalgar Street projects both winning the prestigious national Housing Design awards in 2007. The developments received special commendation for the innovative consultation techniques used.
- 132** All environmental improvement and facelifting projects funded by HMR must now fully consider the feasibility of alley-gating as part of the appraisal process. Alley-gating schemes also continue to be funded in both partner authorities based on an analysis of crime information from the CDRPs, information obtained during weeks of action and on recommendation from Victim Support and community safety officers in setting priorities for alley-gating.

Renew North Staffordshire activity

- 133** Overall, the pathfinder is performing adequately in terms of ensuring that the housing market renewal programme is helping to deliver the Respect Action Plan as outlined in the protocol agreed with CLG. Renew is making good progress against the Respect agenda and its delivery plan, while not fully SMART, should ensure improvement on current performance once fully implemented.
- 134** We found Renew to be performing adequately because it has a range of strengths including:
- regular mapping of a range of data, including crime, to highlight areas of sustainability and provide an early warning of areas at risk of decline;
 - ad hoc project evaluation provides evidence of some positive impacts;
 - robust and effective ongoing engagement with residents about plans, programmes and local priorities; and
 - significant resources have been directed to support community safety schemes directly contributing to the Respect agenda.
- 135** However there are some areas which require improvement. These include:
- there is a need to better evidence the impact of interventions, and how this is then used to shape subsequent programmes;
 - further developing strategy and engagement with BME communities and help to ensure wider issues of community cohesion are effectively addressed;
 - key design guidance and criteria for all new development is not yet in place;

- in some areas, poor environmental maintenance and street scene is detracting from the wider improvements; and
- in some areas there is a low level take up of home security initiatives.

Smart intelligence on anti-social behaviour to inform actions

- 136** The baseline report found Renew regularly obtained and mapped police data against HMR boundaries to identify potential hotspots and inform ongoing neighbourhood profiles. Working with the councils and police, it has also played an active role in developing relevant strategies and interventions; including initiating and funding a community safety programme to improve residential security in its urban core priority areas, which are essentially sustainable in residential terms but exhibit high levels of crime and ASB.
- 137** Renew continues to undertake research to inform its decisions and interventions. A study commissioned jointly with the councils on the impact of economic migrants¹⁵, completed November 2007 is currently being analysed. A service level agreement with Staffordshire police gives Renew regular access to updated crime data, and the pathfinder is developing a more sophisticated approach to collation and use of this data. It is strengthening its evidence base on crime and ASB to enable tracking of potential displacement from HMR activities. The early warning and sustainability models collate a wide range of data, including house prices, turnover, voids and crime, which is mapped on GIS and tracked over time and has already been used to inform the development of the 2008/11 programme.
- 138** Renew plans to further develop its intelligence base in 2008 and has recently commissioned a programme wide evaluation of impacts which will include assessment of key practical interventions at a neighbourhood level. An update to a 2005 baseline survey on perceptions of crime and ASB has recently been undertaken, but no data was readily available, and the pathfinder needs to better evidence the impact of interventions, and how this is then used to shape subsequent programmes.
- 139** Ad hoc evaluation has already been used in shaping project development, with an evaluation of clearance activity resulting in the development of a wider range of support and extended housing choice for residents relocating. Constituent councils have also undertaken some evaluation, which shows the positive impact of individual projects. For example, Knutton and Cross Heath environmental improvements of alley-gating, security lighting, parking schemes and a community garden, resulted in overall satisfaction levels of 89 per cent, and 87 per cent of residents reporting that the project had a positive impact on the area. An alley-gating group has subsequently been formed to manage and maintain the area, and a resident led project group now considers and approves proposals for small environmental projects.

¹⁵ Economic Migrants are people who come to this country to seek work and opportunities that are not available in their home country.

Simple and effective communications with the community

- 140** The baseline report found engagement with residents about plans, programmes and local priorities on an ongoing basis has been one of the pathfinder's continuing strengths. Renew has developed a robust communication strategy which includes a strategic approach to community engagement. In each area of major intervention, Renew has developed a network of Community Steering Groups¹⁶ (CSG) Patch Volunteers¹⁷, Residents' Friends¹⁸ and neighbourhood workers. This is supplemented with newsletters, open days, surgeries and special events for hard to reach groups. Training for local residents had also built capacity through a structured programme delivered by the Citizens Advice Bureau, which included a core module on 'safer places'.
- 141** CSGs, now serviced by the council, remain the platform for engagement in each area of major intervention providing a regular forum for two way communication. Over the last year, stronger interaction between CSGs and Patch Volunteers has been developed and capacity building initiatives remain ongoing to ensure representatives enhance their input in the development of a design code and residents charter for key areas. Direct reporting and communication between resident representatives and the police has also been encouraged, and a formal protocol has been devised to facilitate this process.
- 142** In addition to periodic newsletters targeted at areas of major intervention, Renew also provides all partners, including resident representatives with a monthly briefing which contains details of all current key activity underway, including responses to the Respect agenda.
- 143** Staff turnover has left some gaps in the level of support the pathfinder has been able to provide, particularly in terms of further developing strategy and engagement with BME communities, which the pathfinder is trying to address in the short term by seconding staff from a specialist housing association. The pathfinder has also recognised it needs to re-engage with the LSP's BME group and participate in other forums as appropriate to ensure wider issues of community cohesion are effectively addressed, including the risk of disaffection among some poorer white communities.

¹⁶ Community Steering Groups - meet monthly attended by local residents, and partners, including lead developers

¹⁷ Patch volunteers - are residents recruited by Renew to help disseminate information to local people, answer their queries and provide feedback to the pathfinder. Monthly meetings of the volunteers are held.

¹⁸ The Residents' Friend Service is coordinated through the Citizens Advice Bureau and provides one to one support and advice for people relocated by clearance. The service has been running for three years and each area of major intervention has one. The service aims to provide confidential and impartial information and advice for local people on a range of issues including those related to ASB.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 144** The baseline report found the community-driven nature of masterplanning in the Renew area had effectively engaged local residents affected by redevelopment proposals in debate about crime reduction design measures. The programme of masterplans was well underway and in the selection of developers, proposals for designing out crime and controlling criminality and nuisance formed part of the formal selection criteria.
- 145** Over the last year work has continued with more detailed design and masterplans being progressed. The pathfinder is also aiming to set the context for future spatial interventions on a broader level and in January 2007 commissioned five Area Regeneration Frameworks covering housing, employment and community safety issues. These will inform the council's statutory area action plans, and will include indicative design guidance for areas of major intervention. Consultation with residents and partners in defining preferred options is currently underway, and CSGs have been asked to feedback their views on the effectiveness of involvement, in order to inform subsequent engagement processes. Resident representatives have already been trained on the Secure by Design standard and are actively inputting into design and developer selection.
- 146** While the pathfinder generally promotes attention to quality design, no standard requirements have been defined for new housing development. However, Renew, working with the councils, CABE and English Heritage has recently commissioned the development of an Urban Design Supplementary Planning Document (SPD) which will set out all the key design guidance and criteria for all new developments and should be adopted early 2009. In the interim, Renew is to produce a developer manual outlining working relationships, requirements, key performance indicators and standards. This will include the requirement for new housing development to meet the Building for Life¹⁹ Silver Standard.
- 147** Renew's 2006/08 HMR programme included £1 million investment in community safety schemes directly contributing to the Respect agenda. Work began on site early 2007 focusing on seven neighbourhoods. In one neighbourhood we visited a programme of target hardening was underway, complimented by facelifting of homes and some potential redevelopment. However, the poor upkeep and maintenance of the general environment and street scene detracted from the improvements and preserved the general impression of neglect. Renew needs to work in conjunction with partners to ensure this is effectively tackled. The take up of security improvements by private landlords in the area was also relatively low at 60 per cent. This is surprising considering the improvements are offered at no cost, and may indicate a need for enhanced liaison with the private sector.

¹⁹ Building for life standard is the national benchmark for well-designed housing and neighbourhoods in England awarded to housebuilders and housing associations that demonstrate a commitment to high design standards, good place making and sustainable development.

- 148 There has been no evaluation of the overall scheme yet, but this will be important, particularly as there are a number of neighbourhoods where future sustainability is in the balance and it will be important to determine whether this level of intervention can help to maintain and improve such areas, or whether more fundamental intervention is required.
- 149 In future, while a small level of funding may continue to be targeted at thematic projects, the pathfinder intends to interweave safety and security elements into all its spatial programmes. This is already being achieved in some areas; at Coalville, for example, HMR is funding an estate caretaker, at Birches Head alley- gating is underway and at Knutton where works are being undertaken to improve the security of back gardens; all part of a wider programme of area regeneration.

Transform South Yorkshire (TSY) activity

- 150 Overall, the pathfinder is performing adequately in terms of ensuring that the housing market renewal programme is helping to deliver the Respect Action Plan as outlined in the protocol agreed with CLG. However, the delivery plan is weak, there are few SMART targets and a number of actions have not been completed within the timescales set.
- 151 We found TSY to be performing adequately because it has some strengths including:
- continued focus on influencing place shaping through promoting quality design and masterplanning;
 - project appraisal form recently revised to incorporate explicit consideration of Respect and community engagement in future projects; and
 - council evaluation demonstrates positive impact of some specific projects.
- 152 Areas which require improvement include:
- there is no overview or analysis of crime and ASB data at pathfinder level;
 - data sharing between the police and TSY remains underdeveloped;
 - the development of a sustainability index²⁰ has been delayed;
 - there is no regular pathfinder wide forum for reviewing and sharing good practice;
 - the delivery plan is weak and underdeveloped;
 - actions need to be progressed in response to issues raised in the audit of design quality in November 2007; and
 - TSY core team has no key links into any ASB forums or partnerships.

²⁰ An index constructed from a range of data, including crime and anti-social behaviour, to help identify how sustainable different neighbourhoods are likely to be

Smart intelligence on anti-social behaviour to inform actions

- 153** The baseline report found that each council maps and analyses relevant data, with multi-agency groups using this alongside intelligence from CDRPs to identify core priorities and develop joint strategies and operations to tackle crime and ASB. Unlike most other pathfinders, TSY had no coordinating role regards analysis pathfinder wide.
- 154** However, because of the nature of pathfinder neighbourhoods, many council initiatives are already targeted at these areas of multiple deprivation, and TSY generally links into and supports wider council initiatives on the ground. For example, in March 2007 the Safer Rotherham Partnership undertook its first joint strategic intelligence assessment using the vulnerable localities index²¹ as a method of prioritising neighbourhoods. This helped inform the introduction of an intensive neighbourhood management pilot in Chesterhill later in the year. HMR is to fund masterplanning and demolition of council homes in part of the area, while the council fund a lead officer and aim to develop a local lettings and sensitive rehousing policy to ensure problems are not merely displaced.
- 155** In Barnsley, the Safer Neighbourhoods Team uses analysis of crime patterns to help inform interventions and regularly meets with police to share information and agree the focus of future initiatives at an area and neighbourhood level.
- 156** However, there is no focus or coordination at a pathfinder wide level. Unlike most other pathfinders, TSY has not yet developed processes to obtain relevant police data for the pathfinder area. From the outset, while signing up to the protocol, the TSY Board took the view that the role and responsibility for Respect clearly lay with the constituent councils. Consequently, there has been little focus on tackling Respect by the pathfinder core team, which is seen as an 'add on' to their role.
- 157** No pathfinder level group considers multi-agency working to tackle Respect issues; there is no regular forum for reviewing and sharing good practice. Neither does TSY collate information from council sources. In its delivery plan, TSY has a stated aim to establish protocols to enable data sharing to better inform future interventions, although it is already clear that the target timescale of spring 2008 will slip.
- 158** Progress of a pathfinder wide sustainability index has also been delayed. This index was to draw from a range of data, including crime and anti-social behaviour to help identify the sustainability of different pathfinder neighbourhoods. There are current debates around the possibility of developing such an index at a regional level, but work is not advanced, and this remains an issue that TSY needs to address.

²¹ vulnerable localities index - index developed by the National Centre for Policing Excellence to identify high crime neighbourhoods and indicate the neighbourhoods most vulnerable to breakdown, tension and fragmentation.

- 159 Some evaluation has been carried out by councils which demonstrate the positive impact of specific projects. For example, at Daylands Avenue, Doncaster, following a range of environmental works and target hardening, 52 per cent of residents said they felt safer and overall crime levels fell by 21 per cent and eight out of ten people reported they had more pride in the area. At a programme level, TSY contracts out evaluation and four case studies are currently being finalised to look at the overall impact of HMR in communities, although this is unlikely to include specific reference to Respect activity as this was not included in the brief.
- 160 TSY is currently undertaking an update of the self-assessment used to inform the production of the baseline report in 2007. The aim is to identify specific progress and use this information to inform subsequent programme appraisal. The self-assessment, while mainly mapping out existing and ongoing initiatives in each council remains more comprehensive and robust than the delivery plan which is weak, contains very little in the way of targets and needs significant improvement.

Simple and effective communications with the community

- 161 The baseline report found a range of resident engagement processes had been supported by HMRF, including surveys, focus groups, interviews and steering groups. Additional management measures had also been introduced in a number of areas with HMR projects linking into existing arrangements for example, in extending or targeting initiatives such as neighbourhood wardens.
- 162 Unlike most of the other pathfinders, TSY has no direct communication with communities and takes a low key approach to communication generally. Again, this follows the Boards view that the councils are best placed to fulfil this role. There are good examples of consultation among the constituent councils, for example, in Southey Owlerton, Sheffield there are well established community engagement mechanisms in place. In addition to benefiting from HMR, the area has had substantial SRB resources and is a liveability pilot, and in 2007 a 'neighbourhood eye' scheme was developed by the council and Sheffield wildlife trust, encouraging low level engagement with 50 volunteers now reporting liveability issues via a dedicated telephone line. While impact has yet to be measured, early feedback is positive.
- 163 In Eastwood, Rotherham the council is working with the Roma community giving presentations around acceptable behaviour and the use of motor vehicles, and at Chesterhill, the intensive neighbourhood management pilot, looking to bend mainstream resources, join up services and re-engineer the way services are delivered, has early interventions focused around crime, housing and community confidence. Significant impact is already indicated with a 60 per cent decrease in ASB incidents and 50 per cent reduction in overall crime in the pilot area between August 2007 and January 2008.

- 164 TSY project appraisal forms and guidance were revised in 2007 and now require community engagement and Respect to be considered alongside a number of other key issues promoting strategic alignment. At a programme level, the latest ADF submissions also required councils to address how issues relating to community cohesion and diversity, including the Respect agenda are to be addressed. This should positively impact on future interventions.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 165 The baseline report found neighbourhood and masterplanning processes funded by HMR had involved extensive resident engagement, including specific research with young people on safety concerns, and resident input into assessing design proposals. An enhanced focus on design quality and sustainability was championed by TSY via the Delivering Design Quality (DDQ) project which aimed to achieve a step change in the quality of new housing development by providing a range of practical support to developers and councils.
- 166 The pathfinder considers DDQ to be a key strand in its support of the Respect agenda, and over the last year, the initiative has continued to encourage and promote quality design, with an external consultant appointed in July 2007 to help expand its influence. An audit of design quality in November 2007 indicated some core issues the councils needed to address generally to improve the quality of design, and an agreed action plan now needs to be developed in order to secure progress. Some inconsistencies and frustrations around the level and timing of police input to councils' planning and design processes also need to be resolved, and TSY is currently facilitating a number of projects which could help resolve some of these difficulties and improve relationships in the longer term.
- 167 A comparison study into how best to meet the standards of Secure by Design and building for life is due to report in March 2008 and 100 staff and partners are currently benefiting from workshops on urban design concepts, masterplanning, site management and sustainability issues with the aim of relaying learning and good practice to their in own sphere of work.
- 168 Masterplanning is nearing completion and while Respect issues were not explicit in the commissions for masterplans, relevant issues have been identified through analysis and consultation, and are addressed in physical plans; Rawmarsh for example, includes the key objective of creating and maintaining a safe and attractive environment. TSY has played a key role in challenging masterplans and a panel of enablers support councils in the development of individual projects and provide Building for Life evaluation at design stage. The panel is also doing work around topics, including housing for older people and space standards with the aim of developing a policy that can be adopted across South Yorkshire.
- 169 To date, while the pathfinders approach to delivering the Respect agenda has not been particularly well thought through, HMR has supported some positive interventions on the ground. This includes alley-gating across the pathfinder area, wardens in specific neighbourhoods and environmental improvements, often complimenting other council led regeneration or completing initiatives started under other area based funding regimes, such as SRB.

- 170 In Parsons Cross, Sheffield, HMR is funding a neighbourhood management pilot. An action plan is currently being finalised, after determining the need to tackle three resident priorities; communication; liveability issues; and crime and ASB. A multi-agency local implementation group has recently been established and a neighbourhood communication strategy is currently being developed, which will incorporate an enhanced focus on the BME community and target greater youth involvement.

Urban Living (UL) Birmingham Sandwell activity

- 171 Overall, the pathfinder is performing well in terms of ensuring that the housing market renewal programme is helping to deliver the Respect Action Plan as outlined in the protocol agreed with CLG. UL's delivery plan outlines its input into a range of projects and programmes, and progress against targets is being made, although performance could be further enhanced by meeting more timescales set and making all targets SMART.
- 172 We found Urban Living to be performing well because it has a range of strengths including:
- range of research informing initiatives, and a number of positive interventions targeted at youth engagement and the promotion of community cohesion;
 - community engagement checklist and an equality impact assessment is required for all projects;
 - crime reduction is explicit in masterplanning briefs and community representatives are helping to shape the emerging masterplans; and
 - continued attention to promote design quality and sustainability, with increasing focus on community engagement in the process.
- 173 However there are some areas which require improvement. These include:
- better demonstrate the impact of projects and the use of crime and ASB data;
 - finalise implementation of a formal evaluation framework and sustainability index; and
 - continue to develop a more strategic approach to the regulation of the private rented sector in liaison with partners.

Smart intelligence on anti-social behaviour to inform actions

- 174 The baseline report found research was informing development of UL strategy and actions, with a study into the housing needs and aspirations of BME communities in 2006 particularly useful. There were plans to make better use of data to inform future strategy and work was underway to develop a sustainability index and formal evaluation framework.

- 175 The pathfinder has continued to undertake a range of research to inform future strategy. An intensive heritage study has recently been completed, which engaged local people and will feed into the development of masterplans. Research into the private rented sector is also due to report in February 2008 and will inform the development of future initiatives by both UL and the councils.
- 176 In 2007, UL commissioned a comprehensive review of its evidence base, which included identifying issues that could contribute to ASB and areas that exhibited particular social stress. Particular localities were highlighted, and data from the council and police confirmed the problems and issues in these neighbourhoods. It has recently been proposed that UL extend its role in order to incubate a new neighbourhood management/regeneration company for Handsworth and Lozells, and the pathfinder is currently working closely with partners towards this aim.
- 177 Recent police information records over 300 gun related incidents in this part of the pathfinder during 2007, with guns and gangs high on the thematic agenda of local agencies. This has led UL to sponsor and develop a number of youth diversionary and employment related interventions in the area. These include youth engagement through sport, social skills building and a mediation project addressing intercommunity territorial issues. A skill up project targeting socially disengaged young men involved in gangs is also receiving HMR funding, helping channel energies into seeking work and acting as peer mentors for younger members of the community to instil the negative impact of gang activity.
- 178 Towards the end of 2007, the pathfinder identified a specific budget of £70,000 to help promote community cohesion. This is already helping to support some good projects on the ground, and should bode well for longer term relationship building. A budget of £1.2 million is planned for 2008-2011. A community cohesion sub group of the UL board has just been reinvigorated and additional staff have recently been recruited to help drive forward the pathfinder's cohesion and engagement agenda.
- 179 Both councils continue to use tactical assessments produced four weekly to identify particular hot spots from which to target responsive services. UL is linked into the Sandwell tasking groups, but has not yet developed regular usage of the Birmingham GIS based crime and ASB intelligence, although it still aims to do so. Currently, neither council has formally updated outcomes against LAA targets or against 2006/07 baseline key performance indicators (KPIs). Although general trends seem to indicate a reduction in recorded crime, but increases in incidents of ASB and some worsening perceptions, which will need to be tackled.
- 180 Work on developing a sustainability index and formal evaluation framework is progressing with the first evaluation report due to be presented in June 2008.

Simple and effective communications with the community

- 181 The baseline report found UL had supported a range of resident engagement processes with NRA and masterplanning processes ensuring community input into the development of plans. An equalities and engagement checklist had been developed by UL, and a range of neighbourhood management pilots were being supported by HMRF.

- 182** A range of consultation continues via newsletters, information bulletins community events and focus groups, and UL staff are developing a range of community contacts, and aim to construct a new community focused interactive web site. Birmingham already has a community online mapping system, containing data on crime and ASB, which encourages feedback by users, and both councils continue to engage with residents via existing ward, district, town and neighbourhood committees. Generally there is an enthusiasm for change and key committed activists involved in local, voluntary sector projects set to make a difference in the area.
- 183** Consultation arrangements are led by the councils, with UL taking a conscious decision not to replicate these. However, agreement has recently been reached to enable UL to proceed with the establishment of a sounding panel to communicate directly with the community and meetings are to begin spring 2008. A community engagement checklist and equality impact assessment is also required for each project appraisal, and monitoring will soon be undertaken by newly appointed staff.
- 184** A statement of community consultation is also required to outline engagement in masterplanning - the first of these recently produced for Aston, which began in September 2007, and will complete by March 2008. The timescale for production of masterplans is very tight, but a variety of events are included, and a multi lingual team is engaged, aiming to involve people as much as possible. Crime reduction is included as part of the brief and potential public and play space is also a consideration.
- 185** A major high level masterplan for the western growth corridor is also underway, with a dedicated CABE enabler appointed to this project in December 2007. Detailed masterplanning will take place within this framework in 2008/09 onwards.
- 186** HMR support for neighbourhood management pilots ended in March 2007, with funding now mainstreamed, and lessons learnt applied to ongoing arrangements. UL's input into neighbourhood management, however, is likely to resume in the next six months with UL set to extend its role in Handsworth and Lozells.
- 187** The private rented sector is an important element in neighbourhood management, and in 2001, accounted for 11 per cent of homes in the pathfinder overall, and up to one in four in some areas. Both councils recognise the need to develop a more strategic approach to the regulation of the sector within the area and UL established a group in October 2006 with representatives from both councils and has produced a draft action plan which includes steps to tackle ASB issues.

Designing high quality, safe neighbourhoods which support public life and community interaction

- 188** The baseline report found HMR investment was seeking to ensure an enhanced focus on design quality and sustainability across pathfinder neighbourhoods. A design panel was proposed and multi-agency approaches at neighbourhood level were helping to reduce levels of crime. While UL was not in most cases a major partner, HMRF was supporting a number of projects delivering community led outcomes, with Birmingham's Housing Education Initiative particularly effective at giving young people the chance to identify and tackle neighbourhood issues.
- 189** Generally, Secure by Design principles continue to be adhered to and Ecohomes²² standards for new developments and refurbishment projects incorporated as a requirement of funding. A police officer has been seconded to Birmingham to promote designing out crime across the City and multi-agency meetings at patch level look at homezone²³ proposals and streetscape issues.
- 190** Last year, UL developed a brief for community safety against which projects were evaluated. Projects gaining support included a 'strengthening communities' scheme in Sandwell, with residents in targeted neighbourhoods identifying their specific security needs from a 'pick and mix' menu, and work with local children exploring gang culture. Birmingham's Housing Education Initiative also continues to work in schools, with recent projects including an anti-bullying video and a litter clear up project, with plans to hold a conference for all children in the Ladywood area in March 2008 in order to identify common problems.
- 191** In 2007, HMR funded an urban designer and planner to support masterplanning, design and built environment proposals. Community representatives are helping to shape the emerging masterplans and UL is proactively engaging with the Birmingham School of Architecture to further develop community engagement in the design process. The School launched a Centre for Urban Design Outreach and Skills in April 2008. UL has already supported resident places at design summer school and discussions are ongoing to develop a pilot project to engage people in a pathfinder neighbourhood in more unconventional ways to improve public open space. UL also engaged with the School in considering the changing demographic issues of Asian extended families, with findings feeding into new build and deconversion²⁴ work, and may be published nationally by the School.
- 192** HMR does not currently directly contribute to neighbourhood management initiatives, although it has supported pilots which have now been mainstreamed and is supporting a number of area based projects, such as CCTV in Radnor Road and an alley-gating programme across the pathfinder.

²² Ecohomes- is a rating of environmental performance of a building based on criteria set by the Building Research Establishment. In April 2007 the Code for Sustainable Homes replaced Ecohomes for the assessment of new housing in England. EcoHomes 2006 will continue to be used for refurbished housing in England and for all housing in Scotland and Wales.

²³ Home zones are an attempt to strike a balance between vehicular traffic and everyone else who uses the street

²⁴ Deconversion- work to change the layout of a large house previously converted into flats, back into a single dwelling in order to provide large family housing. In UL, this is aimed particularly at meeting the needs of the BME community.