Community Safety Initiative

Programme Manual

2012

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FOREWORD

In 2004, the Childhood Development Initiative (CDI) published "How Are Our Kids", a survey of child and family needs in Tallaght West, which provided the framework of a subsequent proposal to Government and The Atlantic Philanthropies, and the development of a 10-year strategy called "A Place for Children", which is now being implemented in the community by CDI.

"How Are Our Kids" identified a number of issues that CDI's Community Safety Initiative set out to address, in particular:

- Over 40% of children were living in families directly affected by anti-social behaviour;
- 50% of children were living in families directly affected by local crime; and
- 44% of children's families were being directly affected by problems within the local environment such as graffiti, litter, and traffic pollution.

All of the above pointed to the need for an intervention which would contribute to improved safety and pro-social behaviour across Tallaght West; improved community awareness of and participation in local activities and services; and wide community engagement in maintaining a safe environment. Having been developed with these specific objectives in mind, we believe that the Community Safety Initiative will make a significant impact on these factors.

In addition to being needs based, this Initiative is innovative in that it takes a manualised approach, a methodology arising out of evidence that explicit practice and fidelity to programme delivery, can have significant positive impact(s) on the achievement of outcomes. The Board and staff of CDI recognise both the challenges and opportunities involved in the delivery and evaluation of this Initiative. We are extremely grateful to all those who have engaged with the Initiative and have done so with such an open heart and enthusiasm for positive change.

We sincerely hope the children, families and practitioners who participate with this manual experience and support the achievement our expectations of a safer community and healthier environment in the longer term.

Joe Horan, Chair, CDI Board.

ACKNOWLEDGEMENTS

- *Tallaght West RAPID Coordinators:* Jerry Boyle, Sarah O'Gorman and Cathy Purdy.

Our heartfelt thanks to one and all.

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We are indebted to the Garda Siochána, the Health Service Executive, the Probation Service, South Dublin County Council, Tallaght Youth Service and to local residents of Tallaght West for the enthusiasm with which they have supported the Community Safety Initiative.

Finally, this manual would not have been possible without the financial support of the Department of Children and Youth Affairs, and The Atlantic Philanthropies. Their focus on prevention and early intervention to support children and families has provided a solid policy context within which we have been able to develop this Community Safety Initiative.

HOW TO USE THIS MANUAL

A programme manual is a key mechanism by which to ensure that an intervention is delivered with consistency and as it was intended. Doing so is referred to as 'fidelity to the manual' (see Chapter 1, Section 1 .6).

This manual contains information and evidence on how to deliver a Community Safety Initiative (CSI), in a way that supports communities to identify and address their own particular safety concerns. High programme fidelity is supported by the manuals' clear description of each component of the Initiative.

While every community is unique, this manual provides a framework which can be adapted for use in any location. One thing that can not be manualised, however, is the requirement for those working to deliver a CSI to be enthusiastic, motivating, genuine and sensitive to local community issues and needs. This manual is not intended to replace these characteristics, but to harness them and maximise the potential for them being utilised to achieve intended outcomes.

Part of the induction for each person involved in the delivery or management of the Initiative is reading the manual. It will be important to refer to the manual for guidance throughout the delivery of the Initiative.

Chapters 4 and 5 and the Appendices are all particularly relevant for implementation. Chapter 4 outlines in detail the actions required to deliver a Community Safety Initiative and Chapter 5 describes how it will be evaluated. The Appendices contain a series of tools that will assist implementation by supporting work planning and evaluation.

CHAPTER 1: INTRODUCTION

1.1   Overview

The Childhood Development Initiative (CDI) is a non-profit organisation with charitable status which came into existence after a consortium of professional groups and residents began the project in 2003 to find a better way to use their collective resources to improve the health and well-being of children in the RAPID[1]area of Tallaght West (Brookfield, Fettercairn, Killinarden and Jobstown).

The RAPID area of Tallaght West (TW) is designated disadvantaged on a number of key socio-economic indicators and has over 28,152 residents, 32% of whom are aged under 15 years, compared with 21% nationally, (CSO, 2011).

CDI was guided by extensive local quantitative and qualitative research to focus its attention on four outcomes:

(i) Getting more children ready for the transition to school;

(ii) Reducing children's health problems early on;

(iii) Strengthening children's participation in school; and

(iv) Helping children to feel safe in, and happy to belong to, their community.

In this context CDI has developed a 10-year strategy outlining outcomes, activities to achieve these outcomes, the logic that links the outcomes and activities and, broadly, the inputs required to implement the activities. The three activities are:

(i) Developing new services to support children and their families;

(ii) Encouraging the better integration of education, social care and health provision; and

(iii) Promoting community change initiatives to improve the physical and social fabrics of the neighbourhoods in which children live, play and learn.

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[1] RAPID (Revitalising Areas by Planning, Investment and Development) areas are identified by the Government as being the most concentrated areas of disadvantage.

The Community Safety Initiative (CSI) was developed in the context of activity (iii) above and this manual outlines the rationale for and approach to the Initiative.

1.2   Childhood Development Initiative (CDI)

In 2004 CDI published "How Are Our Kids?", a report of extensive local research and consultation carried out with the support of Dartington Social Research Unit. This research and consultation formed the basis of a 10 year strategy aimed at removing the barriers to the well-being and educational achievement of the children of Tallaght West. The strategy, "A Place for Children", was published by CDI in 2005 and puts children at the centre of its vision for the community; is built on strong community engagement; and focused on child outcomes. It is underpinned by a holistic view of the child, and a desire to utilise family, educators/carers, community resources and the environment to improve child development.

In the first five years of implementation, CDI has focussed on improving specific outcomes for all children and families served by five exemplar services that are planned to reach 32% of children in Tallaght West.[2] For children aged 0-5 there will be a specific focus on improving social, emotional and cognitive skills, and improving parent-child relationships. For children between ages 5-13, there will be a special focus on improving literacy and school attendance, improving peer relationships and pro-social behaviour, increasing parents' support for their children's learning and health, and integrating health promotion in schools. In addition to these services, the CDI strategy plans for tangible improvements in the neighbourhood environment for all the people who live in Tallaght West including more safe play areas and public spaces, less litter and pollution, improved public accommodation, and increased safety and pro-social behaviour across the four communities.

As part of its strategy, CDI has developed the following mission statement which will guide all its work:

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[2] Percentage of children is here calculated using the 2002 Census figures for children living in Brookfield, Fettercairn, Killinarden and Jobstown.

- 'We who live and work in Tallaght West have high expectations for all children living in our communities.
- We want our children to love who they are and to be cherished irrespective of social background, cultural differences and country of origin.
- We see every child and every family being provided with support, opportunities and choices to meet these expectations.
- We see the whole community owning responsibility for the quality, beauty and safety of the local environment.
- We see children encouraged and cherished by the whole community.'

1.2.1 Governance

The CDI Board is responsible for the leadership of the strategy implementation, governance and accountability. The CDI team manages strategy implementation through: (1) contracting of service providers and evaluation teams; (2) supporting community engagement and quality enhancement of existing provision; and (3) identifying and addressing policy implications of the work. A number of structures have been established to support and guide both the team and the Board in delivering the Strategy.

Sub-committees have been established to support staff with specific issues around the delivery and evaluation of the exemplar services. These are:
- Expert Advisory Committee;
- Implementation Support Group;
- Finance and Risk Sub-committee;
- Human Resources Sub-committee;
- Communications Sub-committee;
- Community Safety Initiative Steering Committee;
- Healthy Schools Steering Committee;
- Safe and Healthy Place Steering Committee; and
- Restorative Practice Management Committee.

The membership of, and terms of reference for, CDI's Board and Sub-committees are outlined in Appendix 1.

CDI reports to the Department of Children and Youth Affairs and The Atlantic Philanthropies on its work and links directly with the Children's Services Committee. In addition, the CDI Implementation Support Group plays a key role in supporting and guiding the implementation of the strategy.

1.3   Tallaght West Profile

Tallaght is an extensive and diverse area at the foot of the Wicklow Mountains, 13 kilometres southwest of Dublin City. It has the largest population of any urban area in the Republic of Ireland, after Dublin City and Cork City. The four communities of Tallaght West which are the focus of the CDI strategy – Brookfield, Fettercairn, Killinarden and Jobstown – have a combined population of 28,152 (CSO, 2011). It is a fast growing area; the population in Tallaght West (TW) increased by seventeen percent in the period 2006-2011 which is substantially greater than the national rate of population growth (8%) in that period. Thirty-one percent of the total population in TW are aged 0-14 years, whereas the national average is 20%. This means that proportionally there are more children living in TW than there are in the whole of Ireland.

While the local region has a rich community life with many strong and deeply rooted voluntary organisations, it has lagged far behind the socio-economic progress experienced nationally. The children of TW continue to live in one of the most marginalised and disadvantaged areas in Ireland. Over a third (36%) of people aged 15 years and over is unemployed, more than twice the national average (15%), and almost half (43%) of households are living in Local Authority rented accommodation – nearly five times the national average (8%). Forty eight percent of all households in TW are headed by a lone parent which is more than twice the national average (18%). (CSO, 2011).

1.4   Evaluation

CDI wants to demonstrably improve the lives of Tallaght West's children. CDI also wants to discover whether the innovations developed locally will be useful to other disadvantaged communities in Ireland and beyond. CDI has adhered to the logic

model approach in developing the evaluations of its strategy. That is to say, the independent evaluation teams are required to collect information relevant to the logic model underpinning each activity in the strategy. CDI works in collaboration with the independent evaluation teams to ensure that the evaluation meets the needs of the target group.

While the evaluation was designed in adherence to the logic model for the CSI (Section 1.8), it was also designed to develop alongside the roll-out of the CSI. Thus, the evaluation may be considered developmental in nature (also known as a formative evaluation), where key issues or findings identified through the evaluation process informed the CSI on an ongoing basis. The evaluation was conducted by the Child and Family Research Centre at the National University of Ireland in Galway (NUIG), and their final report is pending.

1.5   Functions of a Service Manual

There is accumulating research evidence on children's services that effective interventions are usually highly focused, delivered consistently and underpinned by strong logic, (Cameron, 2003; Little & Sinclair, 2005).

In order to enable the consistent implementation and replication of the CSI, and to facilitate its' evaluation, it is essential that the Initiative be articulated clearly and modified if necessary so that it meets agreed criteria on which to be evaluated. A manual should contain:

> (i)   Clearly defined outcomes to be achieved;
> (ii)   Clear target group criteria;
> (iii)   A strong logic model; and
> (iv)   A well-designed evaluation framework.

Developing 'manualised interventions' is a widely-acknowledged means of boosting service integrity, but it is an approach that service providers may be reluctant to use, mainly because practitioners are concerned that manuals developed in research settings limit the flexibility needed to adapt provision to individual service users' needs, (Moran, Ghate and Van der Merwe, 2004).

This manual is not intended to be prescriptive or to describe every aspect of the Initiative. Rather, it sets out what the key components are and how they should fit together, leaving flexibility for users within this clear framework for input to its' development.

1.6 Quality and Fidelity of Implementation

Fidelity, also referred to as 'implementation quality', (Greenberg, Dromitrovich, Graczyk & Zins, 2005), 'adherence', (Kam, Greenberg & Walls, 2003), and 'treatment integrity', (Dane and Schneider, 1998; Gresham, 1989), is the extent to which a programme or intervention is implemented as it was originally designed, (Durlak, 1995). High fidelity ensures that the integrity of the programme is maintained and that original targets are met, (Perkins and Berrena, 2008).

According to Perkins (2008), fidelity is significant because it helps both researchers and practitioners to attribute positive outcomes to the programme or intervention. The greater the fidelity to the original programme, the more likely positive outcomes will be replicated. Equally, those elements of the programme which might be ineffective or not as effective as we might have previously believed are more easily identifiable, (Bumbarger, 2008). In a world where policy makers and funders are advocating for more evidence-based programmes and interventions, fidelity is a key factor in empirically validating programmes; in other words, proving that they work or do not work.

Absolute fidelity is unrealistic, (Bumbarger, 2008). However, low fidelity is more likely to produce fewer positive outcomes for those involved. Practitioners may consider adapting a programme for a variety of reasons e.g. issues relating to participants' cultural background; their gender; age; socioeconomic background; level of education; etc, or due to service-related issues e.g. lack of sufficient time; resources; access to target group; inadequate training or understanding of the programme's logic model; or lack of perceived relevance. However, according to Bumbarger (2008), this may compromise both fidelity and programme success as there is little empirical support for cultural adaptations and most adaptations are reactive rather than proactive.

Adaptation may be appropriate when (1) it has been talked through extensively with the developers of the programme; (2) when it has been confirmed that it does not compromise the theory or purpose underpinning the programme, and (3) when there is good reason to believe that the adaptation will be to the greater benefit of participants in the long term.

There are various ways we can ensure that programmes and interventions are implemented with the highest quality and fidelity, and that both are maintained over the course of the programme. For example:

- By providing ongoing training for staff and service managers in relation to fidelity and the logic model;
- By increasing staff motivation and enthusiasm for evidence-based programmes;
- By building internal capacity to ensure that staff and service managers see fidelity as a quality issue and not a compliance issue (i.e. fidelity is not about following an organisation's rules or its terms and conditions);
- Through peer coaching and observation;
- Through reflective practice and supervision; and finally
- By creating feedback loops (i.e. providing opportunities for feedback; offering opinions; sharing experiences, etc where data is shared in a safe and reflective environment), (Bumbaurger, 2008).

Finally, fidelity may be measured through the use of:

- Questionnaires (e.g. interviewing staff in relation to specific teaching techniques; if the plans were not carried out as intended, what were the reasons for this? how were these changes negotiated? etc);
- Observation methods (e.g. assessing participants' engagement with facilitators and level of participation in a programme); and
- Administrative information held by the organisation (e.g. number of sessions or activities conducted; was training implemented as intended? etc).

These methods can all be included in a system for ongoing monitoring and evaluation to ensure fidelity to the original plan and to document any adaptations and their rationale.

1.7   Logic Model for CDI's Community Safety Initiative

1.7.1 The Need for a Community Safety Initiative in Tallaght West

In disadvantaged neighbourhoods, improving public safety must be a key part of any plan for revitalisation. Crime is important to consider not only because of the real danger it can pose to local residents, but also because the fear it generates deters investment by businesses and property owners. Even perceptions that a neighbourhood is unsafe can drive down property values, reduce customer traffic on a commercial strip, reduce quality of life and significantly impact on residents' sense of ownership and belonging within the community. As a result, addressing public safety and community development goals simultaneously is crucial for sustainable development, (LISC, 2008).

Initially, the need for an initiative aimed at improving community safety was identified by the research and consultation process carried out by the Dartington Social Research Unit on behalf of CDI that resulted in the publication of "How Are Our Kids?", (CDI, 2004). This research indicated that a common concern among residents in Tallaght West was the safety of the community, and in particular, children's safety. Issues such as anti-social behaviour, lack of safe play areas, crime and joy riding were highlighted as common concerns among local residents in Tallaght West communities. This research indicated that:

- One in three children live in families that report incidences of anti-social behaviour in the neighbourhood;
- One in two children live in families that are personally affected by local crime; and
- Ninety percent of children live in families where the respondent reported that crime or anti-social behaviour exists in the neighbourhoods.

As a result of this research, community safety became a key theme of the work of CDI. A new and exciting approach to building and enhancing community has been developed by the CSI which involves local residents, Gardaí, the local authority and other relevant stakeholders working together to develop and implement community safety activities that identify and address the most common factors that negatively impact on the community's experience of safety.

1.7.2 Outcomes

CDI has identified three key outcomes for the Community Safety Initiative as follows:

1. Improved safety and pro-social behaviour across Tallaght West;
2. Improved community awareness of and participation in local activities and services; and
3. Wide community engagement in maintaining a safe environment.

1.7.3 Actions to Meet Outcomes

In order to work towards achieving these outcomes a number of actions are required. Each of these actions is explored in greater detail in Chapter 4. The following provides a brief summary of these actions:

Identifying Key Leaders and Relevant Stakeholders:

It is necessary to identify key leaders and relevant stakeholders to lead out and plan the Initiative. Strong leadership is critical to the success of any initiative and, in particular, a Community Safety Initiative requires strong, active leadership to get it up and running.

Assessing Community Readiness and Carrying out Community Consultation:

Before any community initiative can successfully develop, it is vital to assess the degree to which the community is ready to engage with and implement the initiative. The degree of community readiness determines the approach taken to planning and implementing the initiative. Once the level of readiness has been identified and addressed accordingly, the next stage is to carry out a community consultation in order to identify the concerns, issues and priorities specific to community safety with the community.

Community Engagement, Empowerment and Participation:

In order to ensure effective community participation in Community Safety Initiatives, it is essential to have community engagement and empowerment. Effective engagement will lead to community empowerment which will support local people to participate and be involved in decisions about local services and the delivery of such services. Active community participation will ensure informed decision-making, opportunities to tap into local expertise and knowledge, and the delivery of more effective services and programmes.

Establishing and Developing a Community Safety Steering Committee:

It is necessary to establish a steering committee to oversee the implementation of the Community Safety Initiative. A CSI Steering Committee should represent relevant stakeholders and interested parties from the community (both local residents and service providers) who have a key role to play in implementing the Community Safety Initiative. Critical to the success of the Community Safety Initiative is the steering committee's ability to develop a partnership and interagency approach to the work.

Carrying out a Comprehensive Community Safety Audit:

A safety audit is a systematic analysis undertaken to gain an understanding of the crime-related problems in an area. The purpose of a community safety audit is:

- To identify assets and resources for preventative actions;
- To enable priorities to be identified;
- To help shape a strategy that will enable those priorities to be tackled; and
- To identify the issues to be addressed in the community safety strategy.

Developing a Community Safety Strategy / Action Plan:

The findings from the community safety audit will form the basis for the community safety strategy which will outline the vision, aims, objectives, targets and action plan for addressing community safety. The strategy will also identify implementation, monitoring and evaluation measures as well as any challenges and ways to address these challenges.

1.7.4 Inputs

1.7.4.1 Human Resources

In order to drive a Community Safety Initiative, key individuals, with particular skills and expertise are required. These include the following:

The Catalyst:

The catalyst is the individual or group that introduces the CSI into the community. The catalyst may be:

- An employee of a services organisation (e.g., community development organisation, An Garda Siochána, school, health agency, local authority etc);
- A concerned community leader (e.g., parent, community activist, business leader etc); or
- A staff person for the lead agency funding the Community Safety Initiative.

The Champions:

Champions are community leaders who have credibility and influence with their peers. The Champions use their position and standing to influence other community leaders to become involved. Examples of people who may be CSI Champions are community development workers, community activists, local authority personnel, local community Gardaí, local media personnel, teachers, home-school liaison officers, HSE staff, staff of local children's initiatives, local politicians, etc.

The Lead Agency:

The lead agency hosts the Community Safety Initiative*.* It often serves as the funding channel for the Initiative.

The Facilitator/Coordinator:

A coordinator or facilitator is critical to the CSI's success. The success of the CSI depends on the efforts of a wide range of participants - for most, involvement is added to their existing work and for steering committee members, participation in the Initiative can often be outside of regular professional responsibilities altogether.

Therefore, securing a paid staff member (at least part-time) is highly recommended. This post is ideally positioned within the lead agency. Funding for this position may come from one source (such as the local authority or lead agency) or from several sources. If resources cannot be secured for such a post, the role of a coordinator or facilitator will need to be negotiated among steering committee members in line with availability of time and skills among members.

The Core Working Group:

Typically, the CSI is spearheaded by one or more individuals who have developed a knowledge and interest in the CSI. The challenge at the outset is to involve the "right" group of people to determine if and how the CSI will be initiated in the community. Generally the most effective way is to involve a small group of people who have empathy for, and a good understanding or experience of, the community and can draw on others to participate. It is likely that the core working group will evolve and develop into a Community Safety Steering Committee, bringing in new members and additional expertise as the initiative develops.

1.7.4.2 Expert Input

Depending on the skills and expertise within any given community, it may be necessary to engage external expertise from time to time. For example, professional expertise may be required to carry out community consultations, to conduct the community safety audit, to assist with training and capacity building, to facilitate the development of the community safety strategy or to deliver training in specific areas for the steering committee such as partnership working and committee procedures etc. In addition, it is good practice for interagency committees to employ the services of an independent Chairperson who has an important role to play in supporting the development of a partnership approach.

1.7.4.3 Financial Input

Any Community Safety Initiative is likely to have financial implications including personnel, premises, consultancy fees, training and day to day running expenses. Generally, financial responsibility will lie with the lead agency and the CSI Steering Committee. It is vital to have sound, transparent and accountable financial procedures in place.

1.7.4.4 Capacity Building

Critical to a community's ability to engage with and participate in community safety activities is the area of capacity-building. Capacity-building will involve:

- Equipping people with skills and competencies which they would not otherwise have;
- Recognising existing skills and developing potential;
- Increasing people's self-confidence;
- Promoting people's ability to take responsibility for identifying and meeting their own, and other people's needs; and
- Supporting people to become involved in their community and wider society in a fuller way, (Charity Commission, 2000).

1.7.4.5 Training

In line with good practice, training will be required at a number of levels as follows:

- With key leaders and stakeholders within the community in order to heighten their awareness of the issue of community safety;
- Of key individuals (who may or may not be catalysts or champions) to facilitate public meetings, carry out consultations and conduct local research; and
- For the steering committee in areas such as partnership working, committee procedures, financial management, strategy development, monitoring and evaluation.

1.8 Developing the CSI Manual

In developing this manual, CDI followed the 12-step service development process[3] set out by the Dartington Social Research Unit, and outlined in the *Childhood Development Initiative Tallaght West: Strategy and Service Design eBook*[4]. The development of the service design was very much informed by the perceived needs

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[3] These may be summarised as follows: 1 Epidemiology; 2 Common Groups of Children; 3 Reflecting on outcomes to be achieved; 4 Identifying Risks; 5 Assembling possible chain of effects; 6 Design 'mean' interventions (public health); 7 Design 'tail' interventions (targeted) (risk reducers and chain breakers); 8 Check that the designs fit with the evidence; 9 Undertake consumer testing; 10 Undertake process evaluation; 11 Undertake impact evaluation; and 12 Take the programme to scale. This model is elaborated at www.michaellittle.org.

[4] See www.twcdi.ie.

in the area – as observed by local professionals and residents but also identified through a community-based survey of families with children – and by the interests and ideas of those involved in the process.[5] In addition, an audit of services was carried out to understand existing provision.

No external constraints were placed on this process, other than the requirement for the proposed services to be based on evidence of best practice and/or to be underpinned by compelling logic. The CSI manual is designed to the greatest extent possible on scientific evidence about what works.

1.9   Purpose and Structure of the Manual

The manual is designed to be an aid in developing, implementing and evaluating a Community Safety Initiative. It offers a set of actions, based on research into best practice in this area, which are necessary to the effective establishment and roll-out of a CSI and can be applied in any community by being flexible enough to adapt to local conditions.

Chapter Two describes the theory and research underpinning the Logic Model for the CSI. It defines "community safety" and the guiding principles for developing a community safety strategy. It emphasises the significance of developing partnerships, of promoting interagency working, and of fully engaging with key people and groups within the community to promote and enhance community safety. The Chapter examines several approaches to community safety and describes some of the challenges for this work that are commonly encountered.

Chapter Three looks at local and national policy and practice that is relevant to the implementation of Community Safety Initiatives and outlines some of the structures that are currently in place in Ireland that have a community safety remit and function.

Chapter Four describes in detail the essential actions for developing and implementing a Community Safety Initiative including identifying key stakeholders, establishing a community safety steering committee, assessing community

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[5] The substantive inputs from all stakeholders in shaping the activities to achieve key outcomes in health, safety, learning and achieving and a sense of belonging are detailed in The Childhood Development Initiative: Report of Stakeholder Consultation Process (CDI, 2005).

readiness, and ensuring effective engagement with the community. The Chapter also focuses on the process of planning and designing a community safety strategy.

Chapter Five describes the nature of the evaluation undertaken and the essence of the methodology. It sets out the parameters for what is required in terms of both *process* and *impact* evaluation, and includes a timeline for key data collection points.

CHAPTER 2: RESEARCH CONTEXT

2.1   Introduction

This Chapter describes the research context for the proposed Community Safety Initiative in Tallaght West (TW). It summarises the national and international research relating to the development and implementation of Community Safety Initiatives. It draws on the key messages and lessons learned from the research and literature over the past 10-15 years to inform the development of a Community Safety Initiative in TW.

2.2   Defining Community Safety

In order to work towards a common understanding of community safety it is important to define what we mean by this. While much of the literature describes approaches and strategies for making communities safer, few definitions of community safety are provided.

Pobal is a statutory agency working on behalf of the Irish Government to administer a number of programmes that have a range of social inclusion, reconciliation and equality objectives. In a guidance note published in 2008, Pobal defines community safety as: ERING

> [relating] to peoples' sense of security to live in their community and to undertake their daily activities in a safe manner. It affects how people value their community and is a major part of what makes their local area a good or bad place to live, (Pobal, 2008, Pg. 1).

For Lichfield District Council in the United Kingdom:

> Community Safety offers a wider approach to tackling crime and disorder by encompassing not just criminal activities but also taking account of social and environmental influences. As well as traditional crime prevention and reduction activities, community safety includes addressing quality of life issues which are not necessarily criminal.[6]

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[6] Source: http://www.lichfielddc.gov.uk/site/scripts/documents_info.php?documentID=99.

Consultation conducted by CDI (2008) in Tallaght West explored young people's and adult's definitions of what constitutes a safe community. Older participants in the consultation process suggested that the following features characterised a safe community:

- It is safe for children to play;
- To feel safe generally;
- No drugs;
- No gangs;
- No violence or intimidation; and
- Anti-social behaviour is controlled.

Younger participants in the CDI consultation reported similar definitions of what constitutes a safe community, for example:

- "A 'safe' community to me would be one where I feel free to be myself, walk along and travel without worry of harm";
- "A place where people should feel safe walking around their estate or neighbourhood"; and
- "It's a community where people feel at ease and secure".

2.3 Desired Outcomes for a Safer Community

Community safety can mean different things to different communities, hence the need for CDI to undertake structured consultation in the four communities (Jobstown, Killinarden, Fettercairn and Brookfield) where CDI planned to introduce a Community Safety Initiative, (CDI, 2008). Participants in the consultation identified priority goals for developing safer community as follows:

- Provision of more activities for young people;
- Reducing anti-social behaviour and vandalism;
- Decreasing the use of drugs;
- Increasing the presence of Gardaí in the community;
- Young people taking pride in their community;
- The community feeling safe; and
- Improving the physical environment.

Based on this consultation, the over-arching outcomes that CDI have identified for their Community Safety Initiative are:

- Improved safety and pro-social behaviour across Tallaght West;
- Improved community awareness of and participation in local activities and services; and
- Wide community engagement in maintaining a safe environment.

2.4 Approaches to Community Safety

In exploring the range of approaches to address crime prevention in the literature, most can be grouped under four key headings - law enforcement, situational prevention, community prevention and developmental prevention. This section explores each of these approaches in turn.

2.4.1 Law Enforcement

Law enforcement is the traditional means by which to deter potential offenders. The emphasis on punishment is based on the belief that the offender is morally wrong and the punishment will deter further criminal activity. While this approach is a critical part of the criminal justice system, it is inadequate. This is evident from the rates of re-offending and the fact that many crimes are committed on impulse and often not based on a rational, cognitive process e.g. crimes committed by those whose decision-making abilities are affected by drugs and alcohol, (Home Office, 2005).

In the Irish context, an example of law enforcement pertinent to the development of Community Safety Initiatives is Anti-Social Behaviour Orders (ASBOs), legislated for in the Children Act 2001, which offer an alternative to going through the criminal justice system as a way of dealing with anti-social behaviour. An ASBO is issued by the Children's Court when a member of the Garda Siochána (not below the rank of Superintendent) applies to the Court for an order which prohibits a young person aged 12 to 18 years from doing anything specified in the order.

Concerns have been raised by the Irish Youth Justice Alliance (2005) about the introduction of ASBOs as follows:

- Despite being applicable to adults and children, overwhelming evidence from the UK is that children are their usual focus. They encourage the police to widen the net of young people they watch and involve the labelling and criminalisation of young people;

- ASBOs are inconsistent with the European Convention on Human Rights insofar as they can involve the imposition of penal sanctions for the breach of an order made in civil proceedings. ASBO conditions involve a disproportionate interference with personal and private rights, and civil liberties. They are contrary to the Convention on the Rights of the Child and international standards on youth justice which require the diversion of young people from offending behaviour and the criminal justice system;

- Publicising the identity of the young person (including name, address and picture) and the conditions of the ASBO to the public / media is seen as central to their effectiveness insofar as it assists the policing of the order. This runs contrary to statutory and international provisions which recognise the child's right to have his/her privacy fully respected at all stages of proceedings; and

- In England and Wales, breaches of ASBOs occur in about one third of cases with half of these ending up in custody for behaviour that was not imprisonable of itself. The Youth Justice Alliance points out that there is great concern among human rights groups in Britain that people are being jailed following the breach of an ASBO where the original offence was itself non-imprisonable.

In light of these concerns, the implementation of ASBOs is being carefully monitored by a number of agencies working with children to ensure that the rights of children and young people are upheld, (Department of Justice Equality and Law Reform, 2006). There are also specific safeguards in the Children Act (2001) that mean there are a series of other approaches that must first be tried before an ASBO can be applied for, including a warning; a good behaviour contract; and referral to the Garda Juvenile Diversion Programme.

2.4.2 Situational Prevention

This approach is based on the presumed spontaneity of many crimes, and focuses on reducing opportunities or temptations to commit crimes. It is intended to compliment law enforcement and involves interventions that increase security consciousness and develop new methods to limit opportunities for criminality, (Pease, 2002). While this approach can be effective, its impact on the potential offender is unpredictable, (Goldblatt and Lewis, 1998). Situational prevention in the context of reducing burglary, for example, is about making premises safer by shutting windows, making it difficult for a potential offender to gain entrance, and thus preventing a crime occurring, (West Sussex County Council, 2005). Another example is that of the community-based CCTV Scheme established by the Department of Justice, Equality and Law Reform, (Pobal, 2008), in which financial assistance is provided to qualifying local organisations towards meeting the costs of installing local community CCTV systems.

Current trends in many countries indicate a move beyond a purely situational approach to crime prevention in recognition of the fact that alongside addressing physical security concerns, improving community relations is central in rebuilding a sense of safety among residents of areas with high levels of crime and antisocial behaviour, (Squires, 2006). Indeed, recent trends in crime prevention acknowledge the value of maintaining and enhancing community cohesion in areas with high crime rates rather that taking an exclusively individualist law and order approach when tackling crime and disorder, (White, 2003).

2.4.3 Community Prevention

This approach is based on the evidence that there is a direct correlation between poverty and deprivation and levels of crime, (Bacik et al., 1998). Thus the focus is on changing the physical and social landscape of the community in order to reduce crime rates. Examples of community prevention initiatives include:

- Physical improvement of communities;
- Facilitating residents to develop their own preventive measures, such as Neighbourhood Watch Schemes;

- Organising local groups to gain political support and additional resources; and
- Developing recreational programmes for young people.

A specific example of focussing on physical improvement is that of the Community Anti-Graffiti Programme which is supported by a number of Governmental Departments. This programme includes a number of elements, focusing not only on graffiti removal, but also the provision of projects to divert young people from destructive graffiti, (Pobal, 2008).

A major focus on changing the social landscape of communities experiencing high levels of crime and antisocial behaviour is being led by the Garda Siochána through community policing, which was initiated in Ireland in 1987 with the following aims:
- To provide the people in an area with their own Garda, someone with whom they can discuss everyday occurrences within that area and build up a strong and supportive personal relationship;
- To assist the residents of the area to prevent crime by supporting their efforts to promote Neighbourhood Watch, Community Alert and other crime prevention initiatives; and
- To work with other social agencies in the area to help curb crime and vandalism, (An Garda Siochana, 2007).

Within the greater Dublin area, Blanchardstown Local Drugs Task Force (2004) and Ballymun Regeneration Ltd. (2007) have identified a number of international best practices in community policing which are guiding the work of the Gardaí in both areas. These examples of best practice include:
- Community partnerships: emphasising the development of mutually trustful and respectful relationships between the Gardaí and the community;
- Problem-solving: focusing on confronting the main issues facing the community, including non-crime issues, and developing and implementing creative solutions;
- Crime prevention: crucial and at the heart of community policing;
- Enforcement: community policing is not soft on crime, and Gardaí continue to enforce laws and apprehend criminals; and

- Power-sharing between the community and Gardaí over police decision-making.

2.4.4 Developmental Prevention

This approach focuses on the risk and protective factors for crime and anti-social behaviour, and aims to reduce these risk factors or limit their impact and increase or reinforce protective factors. One of the best known models of developmental prevention is Communities That Care (CTC), a comprehensive, community-wide risk-focused prevention strategy based on research on predictors of health and behaviour problems. The approach is theoretically grounded in the social development model, which is an integration of social control theory and social learning theory, (Catalano & Hawkins 1996; Catalano, Kosterman, Hawkins, Newcomb & Abbott, 1996). In the early 1990's, Professors J. David Hawkins and Richard Catalano, from the University of Washington Social Development Research Group, developed the CTC model to provide a framework for community intervention which was aimed at modifying factors that undermine healthy youth development, (Hawkins, Catalano & Associates, 1992).

CTC has been described as a socio-developmental model of community crime prevention planning, (Toumbourou, 1999). It draws on the risk and protective factor theory that arose from studies showing associations between certain conditions in a child's life and the likelihood of them later engaging in problem behaviour. The CTC model prescribes a series of assessment, training and community capacity building activities that lead to the introduction and implementation of a range of interventions that seek to influence the family, school, community or individual and friendship domains and are evidence based and chosen in consultation with experts.

Toumbourou states that:

> The approach has been used to identify risk factors (predictors of behavioural and health outcomes) and protective factors (moderators and mediators of risk factors) for a range of adolescent health and behaviour problems, (1999, Pg. 2).

Many of these risk factors develop at an early age and patterns of behaviour become established in childhood. Table 1 outlines the range of risk and protective factors identified in 1998 through the implementation of the Communities That Care Model in Victoria, Australia where they used a comprehensive youth survey to measure risk and protective factors among young Australians.

Table 1: Risk and Protective Factors Assessed by the Victoria, Australia Survey
(Cited in Toumbourou , 1999)

Community	School
Risk factors	*Risk Factors:*
• Low neighbourhood attachment • Community disorganisation • Personal transitions & mobility • Community transitions & mobility • Laws & norms favourable to drug use • Perceived availability of drugs	• Academic failure • Low commitment to school
Protective factors	*Protective factors*
• Opportunities for pro-social involvement • Rewards for pro-social involvement	• Opportunities for pro-social involvement • Rewards for pro-social involvement
Family	**Peer/Individual**
Risk factors	*Risk Factors:*
• Poor family management • Poor discipline • Family conflict • Family history of antisocial behaviour • Parental attitudes favourable toward drug use • Parental attitudes favourable to antisocial behaviour	• Rebelliousness • Early initiation of problem behaviour • Impulsiveness • Antisocial behaviour • Favourable attitudes toward antisocial behaviour • Favourable attitudes towards drug use • Interaction with antisocial peers • Friends use of drugs • Sensation seeking • Rewards for antisocial involvement
Protective factors:	*Protective factors:*
• Attachment • Opportunities for pro-social involvement • Rewards for pro-social involvement	• Religiosity • Social skills • Belief in the moral order

There are a range of community based interventions in Ireland, which aim to reduce or eliminate risk factors and enhance protective factors. Examples of these include:

- Neighbourhood Youth Projects, which work intensively with young people at risk and their peers and families. They aim to reduce the need for court appearances or public care and involve a variety of techniques, including one-to-one counselling, group work, informal school work, outings, adventure sports and holidays;

- Department of Justice, Equality and Law Reform funded projects, which aim to divert young people from crime, including the Garda Diversion Projects. These projects are usually run by committees involving residents, youth organisations, non-statutory bodies, Gardaí and Probation and Welfare Services. Activities include counselling, group exploration of criminal behaviour and its consequences, leisure activities and community projects.

2.4.4.1 Restorative Justice

The literature on developmental approaches to crime prevention highlights the importance of problem-solving techniques in addressing anti-social behaviour. Problem-solving approaches generally involve working with all those who have been affected by a particular crime, specifically the offender(s), the victim(s), parents, local authorities, police, and the local community. An important example of a problem solving approach which is being developed by the Irish Gardaí is that of Restorative Justice.

Michelle Shannon of the Irish Youth Justice service provides the following definition:

> Restorative Justice seeks to attend to the needs of the victim and to try to reintegrate the offender into the community and thus prevent re-offending... the focus [moves] from vengeance and punishment to restoration and healing, giving the victim a voice, the offender an opportunity to take responsibility for his/her actions, and the community an opportunity to get involved, (Shannon, 2007, Pg. 1).

Restorative Justice is internationally recognised as having potential benefits for all those affected by crime and many countries are promoting its practice alongside

traditional criminal justice systems, (Shannon, 2007). It has now been introduced in Ireland both as an approach on its own and as a support to the traditional justice system which aims to enhance safety and well-being in society.

2.5   What Works for Community Safety?

Previous literature and research has identified the following guiding principles for effective ways of working towards safer communities:

- The establishment of community partnerships and an interagency approach;
- Ensuring a co-ordinated approach to the work;
- Facilitating community engagement, consultation and participation;
- Ensuring young people's involvement and engagement;
- Increasing public confidence in the Gardaí;
- Implementing procedures for accountability, monitoring and evaluation; and
- Ensuring that all interventions are sustainable in the long term.

These principles, along with the relevant research, are described in the following sections.

2.5.1 Community Partnerships and Interagency Approaches

In a discussion about public administration in Canada, Kernaghan defines partnership as

> A relationship involving the sharing of power, work, support and/or information with others for the achievement of joint goals and/or mutual benefits, (1993, Pg. 57).

Partnership working and an interagency approach is one of the most frequently cited and important principles underpinning effective Community Safety Initiatives. The literature highlights the need for creative, innovative, dynamic partnerships between local authorities, police, community and voluntary agencies, health and business sectors and the community itself.

For example, the Northern Ireland Housing Executive in its publication *'Building Safer Communities 2008-2011',* emphasises the importance of partnership and interagency working for community safety as follows:

> Responsibility for crime prevention and community safety are no longer viewed as the responsibility of the criminal justice system alone. The collective efforts of a broad range of agencies and communities themselves in addressing crime, the fear of crime and anti-social behaviour is required in delivering real social change, particularly in marginalised communities. Thus, the recognition that responsibility for community safety cuts across sectors and agencies is key, (2008, Pg. 7).

Shaw (2006) highlights that partnerships between a range of agencies and the community have become internationally recognised as an essential ingredient in preventing crime and tackling anti-social behaviour in a multitude of interventions, particularly in urban areas.

2.5.1.1 Benefits of Partnership Working

The literature highlights a broad range of benefits for working in partnership towards the development of safer communities. For example, South Yorkshire Fire and Rescue Authority (2006) found that taking a partnership approach helped to align service provision with the needs of the community and provided more creative solutions to problems. In this instance, working in partnership enabled agencies to coordinate the delivery of their services in order to make more effective use of existing services. They were also able to tackle complex issues that crossed traditional organisational boundaries in order to implement joint strategies to address the priority issues for disadvantaged groups.

A broad range of partnerships (LISC, 2008; Harvard University, 2008; West Sussex County Council, 2006; Northern Ireland Housing Executive, 2008-11) that have been established to promote community safety have reported positive outcomes for the communities that they service as follows:

- Significant reduction of crime;
- Better relations between the police and the community;

- Improved economic and physical neighbourhood revitalisation;

- Improved information sharing among the police, the community development organisations and members of the community;

- Enhanced physical security in several neighbourhood institutions;

- Increased influence with a number of government and private organisations; and

- Strengthened guardianship and responsibility exercised by many community institutions, in turn generating crime-resistant community development.

2.5.1.2 Issues for Consideration When Establishing Partnerships

Successful partnerships are based on trust, fairness, mutuality and added value, (SYFRA, 2006). In building partnerships, it is necessary to invest the time to build and agree shared values and principles as well as specific policies and desired outcomes. Best practice entails partners being open to exploring new options for services rather than being tied to existing service delivery systems and being clear about what elements of service and activity are – and, as importantly, are not – to be within the boundaries of the partnership arrangement (Pobal, 2006).

A study published by the European Foundation for Living and Working Conditions (2006) which surveyed the experience of eighty-six local anti-poverty partnerships in 10 member states identified a number of factors that assist in building partnerships, including:
- Clear identification of the benefits to be gained by joint working;
- Strong leadership, especially in the early phases;
- Skilled management and project staff;
- A strong shared local identity;
- Active involvement of all partners in shaping strategy and implementing activities;
- Co-operating to obtain new resources and in maintaining a solid resource base; and
- Appropriate skills training and development.

The European Foundations' research (2006) found that:

> Building and maintaining a successful alliance among partners is a difficult
> balancing act. It involves complex processes of negotiation and
> communication….. [and that] …. Partnership needs to be built at both a
> strategic level - in management boards and committees - and at the practical,
> operational level of programme/project implementation. This requires the
> contribution of key individuals with leadership and other skills, and of project
> teams (Pg. 6).

2.5.2 Co-ordination

Another key principle underpinning effective community safety is that of taking a co-
ordinated approach to the work. While the concept of partnership and joined-up
thinking is critical to success, this needs to be driven in a co-ordinated way whereby
responsibility for actions is assigned to named individuals/groups in order to ensure
that the work is implemented effectively. A co-ordinated approach helps to ensure
that:

- The community safety agenda is the main priority for a collective community
  response to crime prevention;
- Responsibility is focused solely on the goals and outcomes of the CSI - this
  can play a critical role in advancing a partnership and achieving tangible
  results;
- There is a consistent point of contact who can develop and maintain
  relationships between all stakeholders; and
- There is provision of a structure and support to translate ideas into tangible
  practice and results which facilitates development and implementation of work
  plans, sourcing of the necessary resources, monitoring and evaluation of
  progress and dissemination of results, (adapted from LISC, 2008).

Many partnerships appoint a Chairperson who is independent from any of the
participating agencies or communities, because this has been found to be a highly
useful mechanism for both assisting in the co-ordination of the work and in the
development of good working relationships between partners, (Manchester Salford
Pathfinder, n.d.). It is critical to ensure that the Chairperson along with any other

staff with responsibility for supporting the development and work of the partnership have the range of knowledge, experience and skills required for this work, (Muir et al, 2009). The necessary communication, organisational, facilitation, networking, negotiation, contract management and conflict resolution skills should be accompanied by detailed knowledge and understanding of the workings of state and local government and experience of supporting community involvement at a leadership level, (Pope, 2007).

2.5.3 Community Engagement, Consultation and Participation

According to the Department of Families and Communities in South Australia (2009):

> Community engagement is about involving the community in decision-making processes. It is critical to the successful development and implementation of policies and decisions in government, non-government organisations, the private sector and the community, (Pg. 10).

The Moray Community Planning Partnership in Scotland (n.d.) defines community engagement as being about:

> Encouraging and supporting local people to participate and be involved in decisions about local services and, in some cases, the delivery of such services[7].

The literature is very clear in relation to the importance of community engagement, consultation and participation in implementing successful Community Safety Initiatives and the relevance of local, flexible solutions to local needs is consistently cited. For example, Fishbein (1998) considers the community to be a valuable and often under-utilised resource for crime prevention and overall police work. By utilising the community as an additional resource, Fishbein suggests that police work then becomes comprehensive, problem-solving and proactive as opposed to solely reactive.

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[7] Source: www.yourmoray.org.uk/Glossary.htm

Community engagement is also considered to be a core component in establishing and implementing Community Safety Initiatives by the Northern Ireland Housing Executive (2008) and involves community members participating in key decision-making processes and locally-identified concerns about social, environmental and economic issues being fully recognised.

2.5.3.1 Benefits of Community Engagement

The benefits of community engagement in crime prevention identified by the Australian Department of Families and Communities (2008) include:

- More active involvement of the community in planning;
- Informed decision making;
- New alliances and a stronger sense of partnerships;
- Greater opportunities to tap into local expertise and knowledge - to define issues and seek agreement about what is likely to work and what is not;
- A better understanding by government and organisations of complex issues in communities;
- A better understanding by citizens of the processes of government; and
- Delivery of more effective services and programmes.

Community engagement in urban regeneration of disadvantaged housing estates has also been identified as crucial to both the success and the sustainability of these initiatives, (Power, 2004; Chanan, 1999). It is also argued that safety partnerships that engage with the community provide a mechanism by which agencies and individual practitioners can enhance inter-agency relationships, thus building trust and information sharing capacities as well as enhancing their own personal skills, knowledge and understanding of crime prevention and social inclusion methods.

2.5.3.2 Issues for Consideration When Engaging Communities

Frazer (1996) points out that the process of social exclusion in disadvantaged areas not only impacts on individuals but also undermines the community's own infrastructure:

> Typically, disadvantaged communities experience growing demographic imbalances and economic, cultural and social isolation deepens over time. These factors combine with vulnerability and pressures on people living in the

area to undermine the family, community and social support structures that most citizens take for granted. The effect of all this is to disempower disadvantaged communities and to curtail their ability to organise and address the problems they face, (Pg. 37).

Thus a programme that aims to actively engage local residents in disadvantaged communities - including the most excluded people locally - will have to tackle several different levels of need and potential at the same time:

- Individuals need a variety of pathways and activities available for their development. Some of these pathways need to be provided by public services; others need to be provided by the local community sector;
- To play their part in providing these expanding pathways, local groups and organisations need to improve their practice and increase their resources;
- To improve practice and increase resources, groups and organisations need the help of networks; umbrella groups; grants and endowments; and professional agencies; and
- Networks in turn need more effective member groups and individuals in order to be able to facilitate lateral development and speak for the local sector, (Chanan, 1999).

This approach is detailed in a handbook written for the European Foundation for the Improvement of Living and Working Conditions, in which Chanan (1999) undertook to summarise the community engagement best practice lessons from extensive European research over ten years. Chanan found that effective community engagement was dependent on both widespread *horizontal participation* and effective *vertical participation* by residents in urban regeneration programmes.

In respect of vertical participation, Arnstein (1969) describes a range of levels at which community participation operates and sets them out in a 'ladder of participation' that runs from what he calls "cosmetic" to "authentic". He suggests that they range from *manipulation* at worst to *citizen control* at best.

Horizontal participation means the involvement of local people in groups and organisations addressing local needs, (Chanan, 1999). It means the involvement, in turn, of these groups and organisations in local or wider networks and fora that feed into the available vertical participation structures relevant to the regeneration of the area.

Chanan (1999) suggests that the ongoing development of horizontal participation by local people is essential for effective vertical participation to be possible at all. This is because without direction from - and accountability to - a wide variety of groups involving a large proportion of residents, community representatives on partnership structures run the risk of being led or overwhelmed by other agendas at the table and of taking the blame from residents for anything that is believed locally to have gone wrong.

In this context it is important to recognise that different stakeholders to a partnership aiming to engage with the community will have different views of what participation by the community means. For example, Lee (1996) cites an example from Clydebank in Scotland where a committee of councillors, tenants and housing officials was established to encourage and develop tenant participation. At the beginning, members were asked what tenant participation meant to them. The comparison of how each of the member groups defined what tenant participation means is striking:

- The councillors defined tenant participation as providing tenants with information about council policy;
- The majority of housing officials thought it meant consulting tenants before decisions were made; and
- The tenants saw participation as being involved in decisions about housing policy and the provision of services.

Hence the emphasis in the literature on investing sufficient time in agreeing common goals, (Burton et al., 2006) needs to include agreement of community engagement objectives.

Fishbein (1998) proposed a comprehensive care model, which relies on community engagement, proactive approaches and comprehensive strategies, as a framework for community policing and citizen participation in crime prevention. Steps involved in engaging the community include:

- Police accepting and supporting the idea that community members have a potential role in police activities. This also involves engaging community members by soliciting their opinions, building trust, developing relationships, participating in community groups, and developing programmes that allow members to actively assist in policing responsibilities;

- The identification of the full range of community organisations that may potentially become involved;

- Obtaining a complete description of the community; and

- A needs assessment to identify the most important problems in the community, the perceived obstacles and tensions, and the proposed resolutions and strategies. Protective, as well as risk factors, should be identified.

2.5.4 Young People's Engagement

The U.S. National Commission on Resources for Youth (cited in Family Health International, 2005), define youth engagement as:

> Involving youth in responsible, challenging action that meets genuine needs, with opportunity for planning and/or decision-making affecting others, in an activity whose impact or consequences extends to others – outside or beyond the youth participants themselves, (Pg. 50).

2.5.4.1 Benefits of Youth Engagement

The New South Wales Commission for Children and Young People (2002) in a review of literature on participation by children and young people listed the following benefits of engaging young people:

- Giving children and young people a say about what is important to them;

- Allowing a child or young person to 'own' decisions that are made about their lives;

- Increasing the self confidence and skills of children and young people;

- Empowering children and young people;

- Helping to protect children and young people;

- Giving adults the opportunity to show respect for the views of children and young people;

- Providing a catalyst for the wider participation of all parties involved;

- Leads to more accurate and relevant decisions for the child or young person and, therefore, improved quality of decision making for the organisation; and

- Organisations can become more efficient and effective in meeting the needs of children and young people if they listen to them.

The City of Toronto Community Safety Plan (2006) highlights that programmes involving young people are the cornerstones of the Toronto City's Community Safety Plan:

> Because they offer positive options and experiences for young people. They provide alternatives to involvement with criminal activity and other anti-social behaviour. They are vital in helping build leadership and citizenship skills, (Pg. iii).

Toronto City's work to engage with young people is informed by a strong belief that:

> Meaningful youth engagement that emphasises access, equity and social justice (the elements of anti-oppression) leads to positive youth development…..civic engagement increases resiliency and protects young people from at-risk environments and behaviour (2006, Pg. 1).

The Toronto experience has highlighted that youth engagement programmes will:

- Provide opportunities for skill development and capacity building;

- Provide opportunities for leadership;

- Encourage reflection on identity; and

- Develop social awareness.

2.5.4.2 Issues for Consideration When Engaging Young People

New South Wales Commission for Children and Young People (2002) suggests that knowledge, opportunity and support are three key components of making youth engagement a reality.

Table 2: Requirements for Youth Engagement

Knowledge	• A child or young person needs to be given information about the issues that impact on them in language they understand and a format that is appropriate for them.
Opportunity	• As well as having information, a child or young person needs the opportunity to participate. Organisations need to ensure that they have ways to involve children and young people so they can have their say in decisions that affect their lives.
Support	• Children and young people find it easier to participate with the support of someone who they know and trust. This can apply to all children and young people, but is particularly true for children and young people in care as they often feel powerless about what is happening to them. • Support can be provided by a range of different people: parents, carers, teachers, workers, friends, relatives. It should be up to the child or young person to decide who they trust enough to be a support person to them.

2.5.5 Increasing Public Confidence in the Gardaí

The Gardaí play a critical role in the success of any Community Safety Initiative. As has previously been referred to in the discussion on partnership and interagency approaches, the Gardaí need to work with communities and other relevant stakeholders to ensure the success of any Community Safety Initiative. Therefore, it is essential that communities have confidence in the Gardaí in order to develop and sustain positive working relationships. Public confidence in the Gardaí can be improved by ensuring that there is increased accessibility, availability and visibility of Gardaí in the community, for example, through the provision of an enhanced community Garda service. Many of the examples of Community Safety Initiatives

explored in the literature have strongly indicated the centrality of relationships between communities and police in achieving safer communities, (Thacher, 2000; Safer Woking Partnership, 2008; Northern Ireland Housing Executive, 2008).

2.5.6 Accountability, Monitoring & Evaluation

Accountability, monitoring and evaluation are key elements in any initiative or approach to address community safety. A lack of accountability within some agencies may act as a barrier to partnerships set up to manage service integration, (Pobal, 2005). According to Pobal, accountability and sustainability require good communication between partners and effective community participation in the partnership structures.

All stakeholders involved in a Community Safety Initiative must be open and willing to be accountable for their participation and responsibility in the initiative. Therefore, clear and transparent procedures in relation to monitoring and must be developed and implemented. West Sussex County Council (2005) has emphasised the importance of clearly identifying priorities along with success criteria and a performance management system to monitor progress and identify good practice. The effectiveness of any Community Safety Initiative can be measured in a variety of ways including:

- The identification of positive outcomes for all stakeholders;
- Clear, transparent communication between all partners;
- Feedback from and to communities; and
- Independent, external evaluation.

2.5.7 Sustainability

In a study of crime prevention strategies in Canada, Caputo et al., 2003) the following definition of sustainability is proposed:

> The common-sense notion of sustainability relates to how community activities persist over time. However, a recent review of the sustainability literature and its relevance for crime prevention through social development suggests that sustainability has a more holistic, contextual meaning: it is

about how community activities take place within a web of social relations, (Pg. 2).

The American Corporation for National & Community Service (n.d.) explains programme sustainability as the ability of a programme to continue engaging a community's citizens to meet the needs of the community, through potentially changing circumstances and sources of support.

The issue of sustainability of community safety and crime prevention initiatives has been repeatedly emphasised throughout the literature. In order for initiatives to be truly successful, they must be sustainable in the long-term. In a comprehensive study exploring lessons learned from six Canadian communities that have sustained crime prevention through social development over a significant period of time, Caputo et al., 2003) have identified some key issues regarding the sustainability of community safety/crime prevention strategies which suggest that the concept of sustainability is integrally linked to concerns about community development and encompasses:

- The capacity of the communities to identify and respond to their own needs — including how that capacity is linked to the overall health and well-being of community members;
- The interconnection between crime and other social factors — including, for example, local social and economic conditions, social connections among groups and individuals, or how collective action such as volunteerism becomes part of community life; and
- The process through which private concerns get translated into public, community-wide issues.

In summarising the key elements that contributed to sustainability in these six communities, the following were identified:
- Ensuring a commitment to issues of local concern;
- Ensuring an ongoing process whereby each community is engaged in a process to identify, articulate and take action on their own issues;

- Investing in capacity building whereby this process is resourced and developed;

- Strong local leadership, i.e. groups or individuals in the community who have a thorough knowledge of the community and its concerns and are personally connected to it;

- Working together, i.e. ensuring ongoing, and often challenging, efforts to bring people together to raise awareness about their issues, reinforce their sense of community ownership of the problems, and take action;

- Building linkages and connections between individuals and groups within the community as well as others outside the community;

- Realising outcomes, i.e. emphasising early successes and tangible achievements and using these to further stimulate community interest and involvement; and

- A commitment to ongoing resourcing of the initiatives through people resources as well as financial resources.

2.6 Challenges

There is extensive literature which identifies the approaches, processes and principles required to inform and underpin successful Community Safety Initiatives, but little which highlights the significant challenges that can arise in attempting to bring together a broad range of different organisations and communities with different histories, perspectives, objectives and visions for achieving safer communities. Thacher (2000), however, identified three main challenges that specifically relate to partnership working and interagency approaches as follows:

- ***Turnover of* personnel**: This is impossible to avoid and there is no reason to believe that turnover should be avoided. Rather, there are important strategies for coping with it, such as ensuring that the development and maintenance of key relationships does not fall entirely on the shoulders of any single person and purposefully allocating responsibilities to new people as turnover of personnel happens;

- ***Guerrillas in the bureaucracy***: This concept suggests that many of the people representing their organisations in the partnership can sometimes become marginalised from their own 'home' organisations. This can be

stressful for the individuals concerned, and partnerships need to recognise and deal with this by acknowledging that this is a common issue but one that is seldom permanent; and

- ***Conflict between partners:*** Disagreements between partners that threaten or undermine their relationships are commonly experienced in partnership working. Such conflicts are possibly an unavoidable part of interagency partnership, particularly when agencies and communities are working together to address community concerns and issues and resulting from their different and sometimes even contradictory goals. Honesty, diplomacy and clear rules about decision-making are critical, as is leaving disagreements at the door. Strong leadership and chairing/facilitation of the partnership are essential as is healthy, constructive challenging of conflicts and negotiating solutions to issues as they arise.

Another challenge can be that of engaging all relevant stakeholders fully and in a meaningful way. A CSI in St. Louis, USA, struggled with getting community and neighbourhood groups involved, (Decker et al. 2005). The same authors found this was not a unique situation, but that often initiatives meant to involve the community can find many of these groups make little effort to be involved. It is critical to consider the good practice outlined in the previous discussion on community engagement and to ensure that resources and time are allocated to building community capacity to participate actively in Community Safety Initiatives.

In researching inter-agency co-operation and community-based crime prevention, Crawford and Jones (1995) found conflict to be a significant challenge. Often conflict within these situations is avoided, rather than addressed. This, in turn, can lead to deep structural conflicts and unaddressed power relations. The authors suggest it is critical to have constructive debate concerning the competing contributions, priorities and aims of the agencies involved, enabling conflict to be a healthy expression of different interests. Mutual recognition of differences is preferable to an assumed consensus, with unresolved, underlying tension.

Further research has been carried out by Crawford (2005) in the UK focusing on the increased community involvement in criminal justice policy, and the involvement of

communities in crime prevention initiatives. This research warns against the possible shift in responsibility for crime from the criminal justice system to the communities themselves. One possible implication, and therefore a significant challenge to the participation of communities in Community Safety Initiatives, is that there may be a shift in blame for the failure of the initiative onto the community itself. This must be avoided at all costs by the development of a clear, transparent community safety strategy, developed in consultation with all stakeholders and which clearly articulates the roles and responsibilities of all concerned.

2.7   Conclusions and Key Lessons From the Literature

This review of the literature in relation to community safety has explored a wide range of approaches, initiatives, principles, good practice and challenges for Community Safety Initiatives. The literature has highlighted a number of key lessons which the Childhood Development Initiative can draw on in the development of the CSI for Tallaght West. The most pertinent of these have been usefully summarised by Mallet (2005) as follows:

1. A programme approach is best for community crime prevention. Community crime prevention is attempting to address risk factors which have built up over a long period of time, sometimes inter-generationally. Such factors are not going to be effectively addressed within 12-month or 3-year projects. The need for continuity in strategic direction and programme management is paramount to community crime prevention.

2. Community crime prevention is founded on relationships, both organisational and personal. These need time to establish, grow and mature, frequently through adversity and conflict towards resolution, as trust and confidence is built.

3. Good policy for community crime prevention recognises the value of a partnership approach between central government, local government, business and community. Partnership entails shared ownership, shared resourcing, shared problem-solving and shared celebrations.

4. Effective community crime prevention is inclusive: it reaches out to the marginalised and vulnerable on the fringes of community, it respects and affirms different viewpoints, and it maintains accountability with the

community. It recognises that both processes and outcomes are important to success.

5. The delivery of community crime prevention requires specialist crime prevention knowledge and specialist community development skills. Both of these can be learned.

6. Time and resources allow partnership processes to evolve and grow, for different approaches to be tried and succeed or fail without penalty, and for partnership members to learn and gain confidence. Community crime prevention is not a straight line from idea to success, there is no single solution to crime, and there are many different and inter-linked success factors.

7. Rigorous and independent evaluation is vital to the growth of the knowledge base of community crime prevention as to 'what works' in what environments, and to governments and departments in determining the best value for the investment. Good research and good policy are vital ingredients to good practice.

In relation to addressing community safety in Tallaght West, CDI (2007) makes a number of specific recommendations which have also been identified in this literature review. These are:

- *Service delivery*: a stronger community Garda presence in the area is required and the number of community Gardaí should be determined by area population;

- *Problem solving and accountability*: the presence of Gardaí in the community should be prioritised and their role seen as a crucial one in the community;

- *Enforcement of legislation*: better supervision of pubs/off licences, with suppliers of alcohol to those underage held accountable; and

- *Partnerships and empowerment*: improved links between the community and Gardaí and a formal commitment by the Gardaí to participate in the CDI CSI.

Finally, it is critical to reiterate the recommendations arising from the evaluation of the Communities That Care Model (see section 2.4.4) in the UK where two studies by Crow et al. (2004 & 2006) concluded that safety initiatives will benefit from:

- Ensuring appropriate measures of 'community readiness';
- Ensuring that co-ordination and management structures are in place from the start of any community safety intervention;
- Ensuring relevant, appropriate and regular levels and methods of communication and consultation;
- Ensuring sustained funding for the initiative; and
- Managing the turnover of staff to avoid disruption to the implementation of community safety interventions.

The practicalities of putting into place the best practice elements indentified through this review of relevant research are discussed in detail in Chapter Four of this manual.

CHAPTER 3: IRISH POLICY CONTEXT

3.1   Introduction

CDI's Community Safety Initiative is both informed by, and supportive of, local and national policy. This includes regional policy and national legislation which will both be explored in greater detail in this Chapter, in order to describe how this context shapes and impacts on the implementation of a CSI in Tallaght West.

3.2.   National Policy

The Programme for Government (2007-2012) provides a nationally agreed rationale for the establishment of a Community Safety Initiative where, as part of its priority goals, it states that the Government:

> Recognises the need to work within communities where anti-social behaviour is more prevalent by improving and supporting community-based approaches, including family-focussed solutions and community policing (p. 69).

The legislative framework which facilitates this aspiration includes the Children Act (2001) and the Garda Síochána Act (2005). The Children Act 2001 includes legislation in relation to preventing criminal behaviour among young people; diversion of young people from the criminal justice system; and rehabilitation. The Garda Síochána Act (2005) provides for the introduction of Joint Policing Committees and Local Policing Fora.

The high level goals of the National Youth Justice Strategy 2008 - 2010 (Irish Youth Justice Service, 2008) include:

- Working to reduce offending by diverting young people from offending behaviour; and
- Promoting the greater use of community sanctions and initiatives to deal with young people who offend.

Also, on a national level, the 'Towards 2016 – Ten Year Framework Social Partnership Agreement 2006-2015' has implications for this initiative. Towards 2016 provides a framework within which to address key social challenges by assessing

the risks and hazards which the individual faces at different stages in their life and the supports available to them at each stage in the lifecycle.

3.3   Local Policy

The Local Authority for Tallaght West is South Dublin County Council (SDCC. The County Strategy 2002 – 20012, South Dublin: A Place for People, identifies strengthening and enhancing the role of community crime prevention initiatives as priorities for this period and states that inter agency responses to safety issues are particularly welcome to the Council (p. 13). In addition, SDCC's Anti-Social Behaviour Policy (2005), developed in consultation with representatives from the community, aims to "promote the role of positive community development and activity" in pursuing it's objectives in relation to anti-social behaviour. It is the Council's policy that "This approach will be coupled with co-ordination, partnership and multi agency approaches that facilitate access to necessary services that will deal with the problem", (Pg. 2).

In pursuing these policy priorities, the Council's Community Services and Housing Departments employ a number of strategies and initiatives aimed at combating criminal and antisocial activities and promoting pro-social behaviour. For example, all complaints made against Council tenants are investigated by the SDCC Estate Management Team and Antisocial Unit who may issue verbal or written warnings, refer the matter to other agencies including the Gardaí as appropriate, and, in extreme circumstances, instigate eviction proceedings. SDCC also regularly carries out a range of work to improve the physical appearance of certain areas in order to reduce anti-social behaviour in public places, aiming to preserve public space and create safe environments, or to provide and maintain public facilities. SDCC also works closely with other agencies and initiatives to promote community safety goals through it's support of and involvement with a range of initiatives including the RAPID programme, the County Development Board, the Children's Services Committee and the Joint Policing Committee.

In addition, the Local Authority Houses the RAPID[8] Programme for South Dublin which is focused on North Clondalkin and four communities of west Tallaght (Brookfield, Fettercairn, Jobstown and Killinarden). In line with national priorities for the RAPID Programme, one of the Strategic Themes for West Tallaght RAPID Area Implementation Team is Community Safety and Antisocial Behaviour, (RAPID South Dublin, 2001-2009).

The CSI links with the Joint Policing Committees which are being established under Section 36 of the Garda Síochána Act 2005. The Act provides for the establishment of a Joint Policing Committee (JPC) in each local authority administrative area and as part of the local government structures. The purpose of these JPC's is to provide a forum where the local authority and senior Garda officers responsible for the policing of that area, with the participation of Oireachtas members and community interests, can consult, discuss and make recommendations on matters affecting the policing of the area.

A number of JPC's were piloted between 2006 and 2008 under guidelines made by the Minister for Justice, Equality and Law Reform. Amended guidelines, which take on board the experience gained in the pilot phase and allow for the roll out of the committees to all 114 local authorities, were launched in September 2008. JPC's are being established by local authorities and the Garda Commissioner in accordance with these guidelines. One main function of the JPC's laid down in the Guidelines is to advise the local authority and Garda Síochána concerned on how they might best perform their functions:

> Having regard to the need to do everything feasible to improve the safety and quality of life and to prevent crime, disorder and anti-social behaviour within the area (p. 10).

At regional level, a multi-agency Children's Services Committee (CSC) will be established under each of the 34 City and/or County Development Boards across the country. These committees will be chaired by the HSE, and South Dublin is one of

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[8] RAPID - Revitalising Areas by Planning, Investment and Development..

the original four pilot sites, with CDI actively participating in this structure. The main objectives of the South Dublin CSC are:

- To develop strong cross-agency working relationships;
- To secure support for the joint implementation of policy initiatives; and
- To maximise integration of service delivery for children and families at local level.

CHAPTER 4: DEVELOPING A COMMUNITY SAFETY INITIATIVE

4.1 Introduction

Chapter Four sets out a framework for action for a Community Safety Initiative that can be applied and adapted for any community context. The core components of this framework have been identified through a comprehensive review of literature pertaining to Community Safety Initiatives nationally and internationally. Specifically this chapter addresses the following key actions:

- Assessing community readiness;
- Identifying key leaders and stakeholders;
- Establishing and developing a community safety steering committee;
- Carrying out community consultation;
- Community engagement;
- Carrying out a comprehensive community safety audit; and
- Developing and implementing a community safety strategy/action plan.

Best practice identified through the research suggests that each of these actions requires attention in developing a Community Safety Initiative. While they are necessarily presented here in a sequence, they can be implemented in whatever order or combination makes sense for the community where the CSI is being implemented. For example, community engagement activities can be undertaken as part of assessing community readiness and identifying key leaders and stakeholders. Or there may be an obvious local structure already in place which can steer the Initiative. However, in order to ensure its effectiveness, the research shows that all of the actions outlined below should be undertaken in the course of developing and implementing a CSI.

CASE STUDY A

Developing a Community Safety Initiative in Tallaght West

In 2007, the Childhood Development Initiative (CDI) began work on it's CSI with a literature review of best practice in implementing community safety initiatives and a comprehensive community consultation process (see Case Study D, Pg. 92). In 2008 a Steering Committee of key stakeholders[9] was established to drive the CSI. In line with best practice identified through the literature review, CDI appointed an independent Chairperson to work with the Committee.

The Initiative included taking a "pilot site" approach to the work which envisaged the establishment of at least one CSI pilot site in each of the four communities of Tallaght West[10] where the potential for implementing local community safety contracts (again identified in the literature review as good practice) would be tested out (see Case Study I ,Pg. 122). The following criteria were used to identify potential pilot sites:

- *The site would be a small area of approximately 100 households;*
- *The site would be one where the Steering Committee had identified particular safety issues that could be addressed by focussed work in that area; and*
- *At least two residents of the site would be interested in developing the CSI in their neighbourhood.*

In the discussions about areas where pilot sites could be established, members of the committee shared local information from a number of sources. The Gardaí and Local Authority provided information about levels of crime and anti-social behaviour across Tallaght West; residents (who had been identified and recruited through the consultation process) provided information about the levels of community engagement in their neighbourhoods; and agencies also shared information about the type and level of service provision across Tallaght West.

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[9] Membership included Independent Chairperson, CDI, Local Authority, Youth Service, Gardaí, HSE, Probation Service, and Residents.
[10] Fettercairn, Jobstown, Brookfield and Killinarden.

Work began by CDI's Community Engagement Coordinator (who was assigned full-time to the CSI) to develop pilot sites in two of the four communities (Brookfield and Jobstown) where local pilot site groups of residents were organised and in the first phase this work concentrated on community engagement activities aimed at raising awareness of the CSI in the neighbourhood and building relationships between residents and service providers (see Case Study G, Pg. 108).

In 2010, discussions within CDI about the longer-term sustainability of the CSI and a subsequent proposal to the Local Authority led to an agreement for CDI to fund the three RAPID Coordinators for Tallaght West to work part-time on developing new CSI pilot sites in Fettercairn and Killinarden.

The RAPID Coordinators worked with well-established community organisations in each community to identify pilot sites and set up appropriate local structures for developing and implementing the CSI (see Case Study F, Pg. 100).

The resources that CDI invested in the CSI included one full time post; consultancy fees for research; an independent Chairperson; the development of the CSI Manual; funding of ongoing independent evaluation by the Child & Family Research Centre at the National University of Ireland in Galway; funding for a comprehensive training programme in Restorative Practices (see Case Study I, Pg. 122); an additional three part-time posts in the final phase; and an annual budget for community engagement activities on pilot sites.

Learning:
- *It was very useful to have representatives from the management structures of agencies represented on the Steering Committee while front-line staff got involved with the pilot site committees as the staff on the ground then knew they had the backing of their organisation;*
- *It was very useful to have dedicated resources for the CSI;*
- *It was important to remain open to learning from both the experience of trying to implement the CSI and from the ongoing evaluation of the Initiative and to*

be flexible in adjusting structures and work plans to meet developing circumstances and opportunities;

- *Maintaining the engagement of stakeholders with the Steering Committee requires both "quick wins" (see Case Study E, Pg. 95) and ongoing support;*

- *The make up and functioning of local structures will vary according to both the priority safety needs and existing community infrastructure in an area;*

- *When developing local pilot site groups, it was very useful to have the RAPID Coordinators taking the lead because they had pre-existing relationships with both the key community organisations and the Local Authority and other service agency staff working in the area; and*

- *Given the increasing pressures on service agency staff arising from economic recession, it was found very effective to invite people to get involved in pilot site committees on the basis that they would not be required to attend every meeting in person, as long as they were willing to provide updates on any actions they were responsible for.*

4.2   ACTION 1: Assessing Community Readiness

Readiness, as defined by Plested et al (2006), is "the degree to which a community is prepared to take action on an issue".

Community readiness is also posited as:

> A theory based on the premise that communities, using a step by step method, can be moved through a series of stages to develop and implement effective prevention programmes (Prevention by Design, 2006).

4.2.1 Dimensions of Readiness

Plested et al. (2006) propose that there are six dimensions of readiness which are key factors in influencing the community's preparedness to take action on an issue. These are outlined in the following table.

Table 3: Dimensions of Community Readiness (Adapted from Plested et al. 2006)

Dimensions of Community Readiness	Key Questions Relating to Each Dimension
Community Efforts	To what extent are there efforts, programmes, and policies already in place that address the issue of community safety?
Community Knowledge of the Efforts	To what extent do community members know about local efforts on community safety and their effectiveness, and are the efforts accessible to all segments of the community?
Leadership	To what extent are appointed leaders and influential community members supportive of the issue of community safety?
Community Climate	What is the prevailing attitude of the community towards community safety? Is it one of helplessness or one of responsibility and empowerment?
Community Knowledge about the Issue	To what extent do community members know about the causes of the problem, consequences, and how it impacts on the community?
Resources Related to the Issue	To what extent are local resources – people, time, money, space, etc. – available to support community safety efforts?

These six dimensions have been incorporated into a useful checklist (see Appendix 2) that can be used in determining the community's readiness to take action on community safety. The community's status with respect to each of the dimensions forms the basis of the overall level of community readiness.

4.2.2 How to Assess Community Readiness

In assessing community readiness, Plested et al. (2006) offer a useful community readiness model that ranges from the lowest level of readiness where there is no awareness within a community of the issue or issues that are the subject of the assessment to a high level of community ownership of the issues under assessment. This model is outlined in the following Figure 1.

Figure 1: Model of Community Readiness
(Plested et al. 2006)
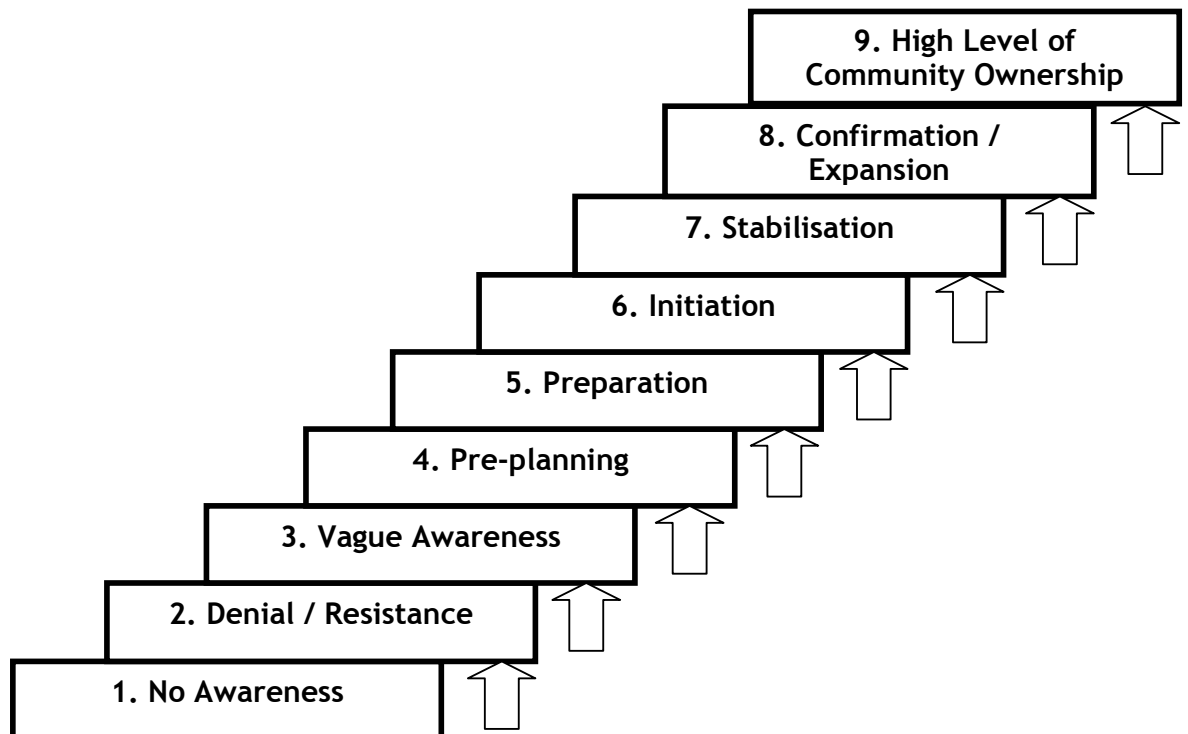
Plested et al. (2006) developed this model as a guide to the complex process of community change that integrates a community's culture, resources, and level of readiness to more effectively address an issue, such as community safety. The

model allows communities to define issues and strategies in their own contexts and builds cooperation among systems, organisations and individuals. The process of building community readiness encourages and enhances community investment in an issue and using this approach increases a community's capacity for intervention. It can be applied in any community (geographic, issue-based, organisational, etc.) and be used to address a wide range of issues.

Each stage of community readiness outlined above is described in terms of readiness to establish a Community Safety Initiative in Appendix 3. The Goals and Strategies appropriate to each stage that will increase a community's readiness to establish a safety initiative are also outlined.

4.2.3 Why Use the Community Readiness Model?

According to Plested et al. (2006) a community readiness model is useful for assessing community readiness for any initiative as it conserves valuable resources (time, money, etc.) by guiding the selection of strategies that are most likely to be successful. It is an efficient, inexpensive, and easy-to-use tool that promotes community recognition and ownership of the issue. Building strong community ownership helps to ensure that strategies are culturally appropriate and sustainable and encourages the use of local experts and resources instead of reliance on outside experts and resources the community does not control. The process of community change can be complex and challenging, but this model breaks down the process into a series of manageable steps which assist in the creation of a community vision for healthy change.

4.2.4 What Should Not Be Expected From The Model?

The Community Readiness Model cannot make people do things they do not believe in. Although the model is a useful diagnostic tool, it does not prescribe the details of exactly what to do to meet specific goals, e.g. community safety goals. The model defines types and intensity of strategies appropriate to each stage of community readiness. However, each community must itself determine the specific strategies and goals to pursue that are consistent with the community's culture and level of readiness for each dimension (Plested et al., 2006).

CASE STUDY B

Assessing Community Readiness

In Tallaght West, community readiness for a community safety initiative was assessed in a two main ways over the course of the implementation of the CSI. In the first instance, the consultation process (See Case Study D, Pg. 92) included asking those consulted whether they would be interested in a CSI being developed and established considerable support for the idea. Secondly, the CSI Steering Committee took community readiness considerations into account when identifying areas for possible pilot sites for the work.

The Steering Committee used the following criteria to identify potential pilot sites:

- *The site would be a small area of approximately 100 households;*
- *The site would be one where the Steering Committee had identified particular safety issues that could be addressed by focussed work in that area; and*
- *At least two residents of the site would be interested in developing the CSI in their neighbourhood.*

In the discussions about areas where pilot sites could be established, members of the committee shared local information from a number of sources. The Gardaí and Local Authority provided information about levels of crime and anti-social behaviour across Tallaght West; residents (who had been identified and recruited through the consultation process) provided information about the levels of community engagement in their neighbourhoods; and agencies also shared information about the type and level of service provision across Tallaght West.

The RAPID coordinators began work by consulting with key local groups about the possibilities for a CSI in their area and used the same criteria to identify pilot sites for the work. In all pilot sites, work was undertaken to consult with and survey local residents about priority safety issues and about their interest in becoming involved with a CSI in their neighbourhood.

Learning:

- *It was important to consult with all local community and statutory groups about the need for a CSI in order to assess their interest in, and willingness to engage with, developing an initiative;*
- *It was very useful to work out criteria for identifying pilot sites as this gave focus to the work and provided a framework that was manageable in the short- and medium-term; and*
- *Community readiness can be stimulated by offering neighbourhoods the opportunity to become involved in a focussed piece of work to tackle safety concerns.*

4.3   ACTION 2: Identifying Key Leaders & Relevant Stakeholders

The early stages of developing community readiness involve working with local leaders and organisations to raise awareness of the issue because the model recognises that strong leadership is critical to the success of any initiative. Specific key leaders and relevant stakeholders will differ from community to community, however some stakeholders will be essential to the development of a Community Safety Initiative.

It is obviously essential to involve the community itself by building links with existing community organisations and structures and by involving the wider community through the community readiness process. When considering who to involve from the local community, it is vital to draw on local knowledge of key leaders and organisations without whose support the initiative will have difficulty in getting off the ground. Given their remit in terms of crime and public order, it will also be essential to involve both the Garda Siochána and the Local Authority. The key role played by schools, youth work organisations and the Probation Service in working with young people at risk of, or involved in, crime and anti-social behaviour also make it important to involve these stakeholders.

Hawkins et al. (2002) suggest some questions to consider when stakeholders are being selected, as follows:
- What skills, information, and resources will be needed?
- What assets already exist in the community?
- What services and expertise can other groups offer?
- What members of the community would help get the message across or bring credibility to the cause?

They also suggest that in identifying key leaders and relevant stakeholders to initiate the process, the roles of *champion* (to drive and guide the process), *lead agency*; and *steering committee* are important. Table 4 provides an overview of these key roles, the tasks they are expected to fulfil and the skills and expertise required to fulfil them.

Table 4: Identifying key leaders and stakeholders to initiate a Community Safety Initiative (Adapted from Hawkins et al. 2002)

WHO?	TASKS	SKILLS AND EXPERTISE
THE CHAMPIONS Champions are community leaders who have credibility and influence with peers or may be representatives of agencies (voluntary or statutory) with a particular interest in community safety. The Champions use their position and standing to drive the initiative in the short-term and to influence other community leaders, residents, agencies and individuals to become involved. Examples of people who may be CSI Champions include community activists, community development workers, local authority personnel, local community Gardaí, local media, teachers, home-school liaison officers, HSE staff, youth services, local politicians, local residents or relevant community-based agencies.	**Champion tasks:** The Champions work to build support for the CSI by: • Helping to identify community leaders/agencies to participate actively in the CSI; • Helping to develop the steering committee that will oversee the CSI; • Engaging community leaders without whose support the initiative might fail; and • Promoting support for the CSI at community level.	**Skills/expertise needed:** The Champions should have: • Knowledge of the community—including community leaders (influential community members who can provide leadership and support to the process), existing youth prevention/ youth-development initiatives and community politics; • Dedication to Community Safety issues; • Positive relationships and influence with leaders in formal and informal systems within the community; • A desire to play a visible role in improving the lives of all those in the community through the CSI; and • Communication skills.

WHO?	TASKS	SKILLS AND EXPERTISE
THE LEAD AGENCY The lead agency generally "houses" the CSI. It often serves as the funding channel for the Initiative. The lead agency can provide financial support, staffing, office support, office space and meeting rooms.	**Lead agency tasks:** These can vary over the lifetime of the CSI. For example, they may include: • Providing support to the steering committee when formed and its working groups; • Carrying out or commissioning field research, community needs assessments etc; • Hosting the planning and implementation process; • Facilitating others to be involved; • Implementing the CSI; • Managing the involvement of any external expertise/consultancy engaged to assist the CSI; • Managing the evaluation of the CSI; and • Preparing reports as needed.	**Skills/expertise needed:** The lead agency should have: • Community development experience and experience of engaging communities in initiatives similar to CSI; • Project management, administration, implementation and evaluation experience and expertise; • Communication skills; • Organisational skills; • Facilitation skills; • IT skills; and • Report writing skills.

WHO?	TASKS	SKILLS AND EXPERTISE
CSI STEERING COMMITTEE Typically, the CSI is spearheaded by a steering committee that has developed a knowledge and interest in the CSI. The challenge at the outset is to involve the "right" group of people to determine if and how the CSI will be initiated in the community. Generally, the most effective way is to involve a small group of people who have a "feel" for the community and can draw in others to participate. This steering committee typically may include a broad range of stakeholders from different sectors.	**Tasks of the Steering Committee:** The tasks of the steering committee are to work alongside the champion(s) and the lead agency in order to initiate the process and mobilise the community. Specific tasks may include the following: • Bringing the commitment/buy-in of their group/agency or community to the table; • Raising awareness of the issue of community safety within their community or group/agency; • Highlighting the community's role in responding to this issue; • Planning and managing the community consultation process; • Working with key representative groups to maximise the input and participation of all relevant stakeholders particularly including those hardest to reach; • Managing community capacity-building measures; • Coordinating training and technical assistance; and • Coordinating all research, documentation and evaluation processes for the CSI.	**Skills and expertise:** Collectively, the steering committee should have a mix of skills and expertise including the following: • Positive relationships and influence with leaders in formal and informal systems within the community; • A desire to play a visible role in improving the lives of all those in the community through the CSI; • Experience of inter-agency working in partnership with local communities; and • Experience of engaging communities in initiatives similar to CSI.

CASE STUDY C
Establishing a Local CSI Committee – Identifying Key Members

It was agreed by the Community Safety Initiative (CSI) Steering Committee to establish a pilot site for the CSI in the community of Killinarden, Tallaght West (see Case Study A, Pg. 57).

The first step in identifying a suitable site was to contact the existing and well established community-based estate management group that had been working in the area for over 20 years. The group were given a presentation about CDI's Community Safety Initiative, its aims and objectives, and its criteria for selection of a pilot site. This group, having thought things through, decided that a section of the most recent housing development in the area was in most need of a CSI and it fit the criteria for pilot sites (see Case Study A, Pg. 57). The site identified was only three years old and consisted of just over 100 units of accommodation that could only be accessed through an older and much more settled housing estate. The pilot site was therefore very much on the outskirts of a well developed existing estate.

The rationale for selecting this neighbourhood as a pilot site was that it constituted a new build and older units interfacing each other, where the new homes had difficulties blending in with the existing homes and were somewhat isolated from the wider estate. There were also some issues with interaction between old and new units relating to traffic, unfinished borders, isolation and small incidents of anti social behaviour.

It was agreed that the local CSI committee would comprise of local frontline staff from those agencies responsible for management of the housing units, locally-based Gardaí and other service providers, along with residents living in the new housing units.

In the case of this pilot site, management of the relatively new housing units was not the direct responsibility of the Local Authority but of a Voluntary Housing Association (VHA). It was therefore deemed crucial to have the VHA at the table from the

beginning so a meeting was set up with their Chief Executive Officer to discuss working together. This meeting proved successful and resulted in the VHA agreeing to be involved in all aspects of the CSI.

While the VHA managed the estate they did this in conjunction with some Local Authority frontline staff operating in the area and in particular the Estate Management and Allocation Support sections of the Council's housing department. The relevant personnel from these sections also agreed to be involved. The local Community Guard, who was widely known in the area, was also keen to be involved. The VHA had been working with Tallaght Youth Services (TYS) in relation to providing services for young people on the wider estate and TYS also became involved in the initiative. It was agreed to have an initial meeting with all of the agency personnel in order to clarify roles and responsibilities and to do this before residents were brought to the table.

Killinarden Estate Management Group and the VHA assisted in identifying some residents from the area who might want to get involved and these were invited to the first overall meeting of the CSI group. Five residents attended and indicated that they wanted to be involved.

Learning:
- *It was essential to start the process of establishing a committee by first engaging with the leaders of existing groups in the area;*
- *It was essential to have the VHA on board from the beginning as they were the landlords and had a remit in both maintenance and support of community engagement;*
- *It was important to have a meeting of agencies, prior to involving residents, so that all were clear about their own and others' roles and responsibilities and about what they could offer residents. This meeting also provided a space for agencies to discuss confidential issues;*
- *It was important that all residents were met before the first meeting of the full group to introduce them to the CSI and identify what supports they would need to participate;*

- *Meetings needed to be held at a time suitable for residents;*

- *Giving consideration to all agencies working in the area and their possible support for the CSI resulted in the provision of resources and expertise that might not otherwise have been sought or invested; and*

- *Local knowledge about frontline agency personnel was very useful in identifying people who it would be good to have involved.*

4.4 ACTION 3: Developing a Community Safety Steering Committee

At the start of any Community Safety Initiative it is important to establish a steering committee to oversee the implementation of the initiative. The potential membership of this structure has been discussed at 4.3 above. As previously highlighted, a multi-agency steering committee is required to:

- Consider the big picture;

- Oversee the completion of the community safety audit;

- Develop and implement the CSI action plan;

- Monitor and evaluate current project activities and plans;

- Be accountable for the project's expenditure and overall work;

- Link what the project is planning and doing to developments, problems and opportunities in the wider community; and

- Plan and work for sustainability (i.e. that the initiative will be maintained within the community for as long as possible into the future).

4.4.1 Issues to Consider When Setting up a CSI Steering Committee

The following issues need to be addressed when establishing a CSI Steering Committee (adapted from Wrexham County Borough, n.d.).

4.4.1.1 Membership

Consider what membership will be most appropriate - a good group will be made up of a mixture of gender, ages, socioeconomic backgrounds, ethnicity, knowledge, skills and interests. Try to have a balance of people with hands-on experience and those who are in a position to influence and bring about change, particularly in the context of community safety. Ensure that all members are clear about their roles and responsibilities (see section 4.4.3). This will enable the steering committee to pool their resources and skills and to expand the reach and acceptability of the CSI. Having a broad balance of interests on board will help to ensure that the initiative meets the community's needs and that results and reports are distributed widely.

4.4.1.2 The Role of Community Representatives on the Steering Committee

It is critical to ensure that the community is represented on the steering committee as the success of any CSI is dependent on strong community involvement. Community representatives on the steering committee have a significant contribution to make in terms of their local knowledge, their motivation and their ability to mobilise the community in relation to safety issues.

It should be acknowledged that while the champion(s) and/or the lead agency drive the initiative in the short to medium term, in order for the initiative to succeed, it is imperative that the community takes ownership and drives the initiative in the longer term. In this way, and in keeping with key principles of community development, the roles of non-resident members of the steering committee become diminished as the community takes control of the initiative. Therefore, in the longer-term, community representatives have a key role to play in ensuring community ownership and the long-term sustainability of the initiative.

However, groups implementing a Community Safety Initiative will almost certainly have to deal with crime and anti social behaviour (ASB) at a neighbourhood level, as was the case for the CSI in Fettercairn, Tallaght West (2011-12). In this case, the local CSI committee agreed to establish a sub-group to engage with children and young people who were involved in ASB on the pilot site (see Case Study F, Pg. 100). In order to protect the safety of community representatives on the committee, it was agreed that residents would never be asked to name anybody involved with crime or ASB and it was agreed that no residents would sit on the sub-group. While on the face of it such a structure is counter-intuitive when working from community development principles, this is an example of the importance of agencies taking a lead in protecting the residents involved in a local CSI from any potential backlash from their neighbours.

4.4.1.3 Size

It will be necessary to consider the size of the steering committee – it should be big enough to represent key stakeholders with a range of relevant skills and experience but not so big that it becomes unwieldy and impacts negatively on decision-making. In general, the steering committee should include all relevant stakeholders with a

role and remit for the development and implementation of a Community Safety Initiative in any given community.

4.4.1.4 Structure

In general, steering committees usually adopt one of two structures. Winer & Ray, (2005) describe these structures as either a table or a wheel. In the table structure, everyone is involved in decision-making. In the wheel structure, smaller sub-groups act independently of each other with a group at the centre of the wheel co-ordinating information and action. While the sub-groups may have little contact with each other, they will have clear terms of reference and take direction from, and report to, the centre group.

While these two examples offer an indication of the types of structure often used in steering committees and partnerships, they are by no means the only ones. Steering committees may operate a mix of both the 'table' and the 'wheel' models depending on the numbers of members involved and the nature of the work.

It is important to remember that large steering committees may require more formal, legal structures, especially where large numbers of organisations are involved. They may require substantial financial input and may, in time, employ a separate staffing structure to implement the Community Safety Initiative. Although not the norm, steering committees may sometimes usefully form companies limited by guarantee. In this instance, a Board of Directors must be appointed and be made aware of their responsibilities as legal directors and employers. In this case the members would generally form a formal partnership arrangement, (Winer et al., 2005).

4.4.1.5 Terms of Reference

The CSI Steering Committee will require clear terms of reference to guide its work. Terms of reference generally include statements on:

- What the committee hopes to achieve;
- The role and responsibilities of the committee and individual members;
- Frequency of meetings;
- Reporting procedures (formal minutes or notes and who should receive them etc.);

- How the work of the committee will be managed;
- How resources will be allocated, distributed and managed; and
- How any potential conflicts will be addressed.

Many issues that have the potential to knock the group and its work off course will arise in the lifetime of a steering committee. If these issues have been anticipated and discussed in advance, it is more likely that the steering committee will be in a position to address these issues and continue to work effectively.

A useful framework for developing terms of reference for the CSI Steering Committee has been included in Appendix 4.

4.4.2 Good Practice in Establishing the CSI Steering Committee

Good practices will emerge naturally if the steering committee is established using the following principles as adapted from Wrexham County Borough Council (n.d.).

Ensure that:
- All roles and contributions are welcomed and validated;
- Ground rules are established for maintaining a safe and comfortable working atmosphere;
- Good training is provided for the steering committee to enable members to fulfil their roles and responsibilities;
- SMART (Specific, Measurable, Accountable, Realistic and Time-bound) objectives are developed for the work of the steering committee;
- Achievements are acknowledged and celebrated by the group as a whole rather than by individual members;
- Shared goals and interests are identified and built upon within the group;
- Governance is inclusive;
- Members of the committee share responsibility, input, ownership and commitment;
- Time and resources are provided to develop trust among the group members;
- There is a balance of power and influence; and
- Management and support are provided on an ongoing basis.

The CSI Steering Committee will be most successful when it involves the factors outlined in Table 5 below.

Table 5: Factors Contributing to Successful Partnerships
(Adapted from Wrexham County Borough Council, n.d.).

Interpersonal Factors	Communication, trust, confidence in others, sense of humour, sharing responsibility and feelings, good conflict resolution, recognition of skills, validation of skills, and emotional support.
Organisational Factors	Common aims, adequate resources, understanding of group and working processes, action-taking, an appropriate structure, support from outside bodies and individuals, and well managed meetings.
Human Factors	Vision, confidence and the right people.

4.4.3 Agreeing Roles and Responsibilities

All steering committee members need to be interested in the Community Safety Initiative and committed to championing its cause. It is critical at the outset for the steering committee to make time to discuss and agree the roles, remit and input of each member. The time must be taken to achieve clarity about what each member can contribute to the CSI and what each member's expectations are in relation to both their role and the outputs of the CSI Steering Committee. Appendix 5 offers a template that can facilitate the steering committee to identify, discuss and agree specific roles and responsibilities for each member.

There are a number of critical responsibilities the CSI Steering Committee has in relation to:

- **Vision and leadership:** The Steering Committee ensures that the work it undertakes supports its vision, purpose and aims. The committee establishes the fundamental values, the ethical principles and strategic direction in which the initiative operates.

- **Accountability:** Accountability is not only the means through which individuals and organisations are held responsible for their decisions and actions, but also the means by which they take internal responsibility for shaping their mission and values, for opening themselves to external scrutiny and for assessing performance in relation to goals. The CSI Steering Committee must account for everything it does, including its spending and activities.

- **Transparency:** i.e. working in an open manner that makes information available to all relevant stakeholders - the committee is accountable to all those involved including stakeholder organisations and the community. The committee monitors and oversees the evaluation of all areas of the CSI.

- **Legal requirements:** The steering committee ensures compliance with all relevant legal and regulatory requirements and seeks guidance around any uncertainties. Everything the committee does must also be in line with its governing document, e.g. terms of reference or constitution (or, in the event that the steering committee becomes a legal entity, company articles and memorandum).

- Financial oversights (i.e. overseeing the financial management of the initiative). CSI projects may be in receipt of public funding for which they will be accountable to the funders. Transparent book-keeping and accounting processes will be required in such cases.

It is important that the steering committee discusses these responsibilities at the outset and determines the nature and levels of responsibility related to their role as a steering committee.

4.4.3.1 Specific Steering Committee Roles

Irrespective of the membership, the steering committee should be established in line with good practice in relation to committee structures and procedures. All steering committees include at least four officer positions i.e. chairperson, secretary, treasurer and public relations officer (PRO). It has been found that partnership groups representing a broad range of interests can benefit hugely from the services of an independent Chairperson. In addition to the normal functions of a Chairperson

(see Appendix 6), it is highly recommended that an independent Chairperson is appointed as they can also:

- Be available to work with members between meetings in pursuing agreed actions;
- Act as a neutral broker between partners when conflict arises; and
- Work to ensure that there is equal participation from all partners to the initiative.

See Appendix 6 for an overview of the roles of steering committee members.

4.4.4 Running Effective Steering Committee Meetings

Tips for ensuring that the CSI Steering Committee works effectively (adapted from Wrexham County Borough Council, n.d.) are as follows.

- Set performance indicators for the group as well as the CSI;
- Produce minutes that include clear action lists showing who will take each action;
- Create time for debate of the issues in the meeting where questions can be asked and proposals and alternatives can be offered;
- Issue papers at least a week before meetings to allow the members sufficient preparation time;
- Meet as regularly as is necessary to keep abreast of the progress of the CSI; and
- Try to maintain enthusiasm for the initiative at all times!

See Appendix 7 for a factsheet on running effective meetings, Appendix 8 for a sample agenda and Appendix 9 for guidelines on keeping minutes of steering committee meetings.

4.5   ACTION 4:   Carrying out Community Consultation

This section discusses the concept of community consultation which, in this context, refers to the initial consultation process conducted with communities to identify the overall issues and concerns within the community in relation to community safety. This differs from, and should be followed by, an in-depth community safety audit which is a more comprehensive analysis undertaken to gain an understanding of the safety-related problems in an area (see section 4.7).

4.5.1 What is consultation?

Consultation has been defined by the UK's Audit Commission (1999) 'as a process of dialogue that leads to a decision'. The notion of consultation *'leading to'* a decision is emphasised as important. The Audit Commission suggests that the notion of consultation being a dialogue implies '…an ongoing exchange of views and information, rather than a one-off event' and that '…dialogue also implies two or more parties listening to and taking account of one another's views'.

Defining consultation in this way highlights four important aspects of consultation, according to the United Kingdom Home Office (2004). First, consultation is about the sharing, publicising, informing and promoting of interest in order to ensure that all relevant persons, bodies, organisations, agencies and groups are sufficiently aware of both the process and the issue to engage in consultation. Therefore, consultation needs to be both educational and inclusive. Second, consultation is a process that is an ongoing activity rather than a one off duty. Consultation should therefore be seen as an opportunity carried out on a regular and ongoing basis. Third, consultation is a dialogue amongst people. Consultation involves a wide range of individuals from within communities, social groups and stakeholders, and these groups should reflect the composition of the population and agencies and organisations of the local area. Consultation is, therefore, participatory and inclusive. And, finally, consultation is about action and outcomes and is an important element of decision-making in relation to service development. Consultation must ensure that the views of those who participate inform decision-making and that the process is action and outcome oriented.

4.5.2 The Potential Benefits of Effective Consultation

The main benefits of effective consultation, identified by the Audit Commission (1999) and Carson & Gelber (2001), are as follows:

- Improved co-ordination, integration and targeting of services, focussing on what people want, and avoiding what people do not want;

- Take-up of services can be improved, making them more cost effective, especially where there is a charge for services;

- Better communication and participation whereby user satisfaction with services can be monitored over time, providing a useful performance indicator on improvements to the quality of services;

- Problems arising from proposed changes to services can be pinpointed in advance, and so avoided;

- The results of consultation can be used to help to make decisions about policies, priorities and strategies;

- Local people can be involved more in decision-making, rejuvenating the local democratic process; and

- Local agencies and authorities can strengthen their role in community leadership.

4.5.3 How to Carry Out an Effective Community Consultation Process

A Consultation Toolkit published by the United Kingdom Home Office (2004) stresses that an effective community consultation process will be strategic, planned and joined up and will use approaches that are inclusive of all interests and transparent. They advise that information prepared for community consultation should be clear and concise, accessible, informative and impartial. Again, they emphasise that the process needs to be ongoing. The methods used should be rigorous and robust in research terms, and it is important that consultation activities are timely and properly resourced. The Home Office Toolkit (2004) also stresses the importance of findings from community consultation activities being properly reported – both fed into decision-makers in order to inform relevant decision-making, and fed back to those persons, communities and agencies involved in the consultation process. The feedback to those consulted should include the outcomes of the

consultation in terms of the impact of the findings on decisions made. Finally, the Home Office (2004) recommend that the delivery and practice of community consultation processes be mainstreamed and sustainably embedded within a partnership between relevant local communities, organisations, authorities and agencies.

The following Guidelines, adapted from Carson and Gelber (2001), outline the steps that need to be considered in conducting effective community consultation and provide a framework for planning this work (see Appendix 10 for Checklist and a Critique of consultation methods).

1. Make it Timely
It is important that consultation should not be so late in the life of an issue that it is tokenistic, or merely confirms decisions already made. The timing should occur when the community has the best chance of influencing outcomes. It is also important that people are given enough time to learn about the issue and to express their views.

2. Make it Inclusive
Participants in the consultation should be selected in a way that is not open to manipulation, and includes a cross-section of the population including individuals and groups. While every effort should be made to include all relevant groups, random selection offers the best chance of achieving a representative cross-selection of individual residents.

3. Make it Community-Focussed
Ask participants not what they want personally or what is in their self-interest, but what they consider appropriate for the community.

4. Make it Interactive and Deliberative
Avoid reducing questions to a simplistic either/or response. Allow consideration of the big picture, so people can really become engaged.

5. Make it Effective

Although decision-making can strive for consensus, complete agreement need not be the outcome. Be clear on how the decisions will be made so that participants know and understand the impact of their involvement. Make sure all participants have time and support to become well-informed about, and to understand, material they are unlikely to have a prior familiarity with.

6. Make it Matter

It is important that there is a strong likelihood that any recommendations which emerge from the consultative process will be adopted. If they are not, it is important that a public explanation as to why they are not being taken on is provided. Faith in the process is important by both the decision makers and the participants.

7. Make it Well-Facilitated

It is important that all participants influence the agenda and content because this will give the process more credibility. Independent, skilled and flexible facilitators with no vested interest are often essential in order to achieve this.

8. Make it Open, Fair and Subject to Evaluation

The consultation methods should be appropriate to the target group. Decide how the 'success' of the consultation will be measured. Include factors beyond the adoption of recommendations, including for example the proportion of the community engaged and the effectiveness in engaging identified highly marginalised groups. Feedback to the community after consultation is essential and should be included as a measure of success.

9. Make it Cost Effective

Some aspects of the process will require broader consultation while others require more targeted consultation. Costs will vary and should be adaptable, but the consultation process selected must be properly resourced.

10. Make it Flexible

A wide variety of consultation mechanisms exist. It is important to choose one or more which best suits both the circumstances and the level of consultation being

undertaken and different mechanisms can be used over time. Consider how your consultation will access hard to reach groups such as those with special needs (e.g. language, disabilities) as well as populations such as the elderly, young people, minority ethnic groups, etc. Different communities and different questions will produce better responses with different forms of consultation. Mixing both qualitative and quantitative research methods will help to secure feedback that is both representative and rich in detail.

4.5.4 Designing the Community Consultation Process

An overall process must be designed to fit the particular issue, in this instance community safety. In general, the process design will include a broad number of components including:

- Being clear about the consultation issue;
- Having a clear goal for the consultation process;
- Using appropriate methodologies to meet the needs of those involved;
- Making it easy and comfortable for the community to participate; and
- Evaluating at each stage of the process.

The Victorian Local Governance Association (n.d.) outlines the components of planning and design that should be considered in community consultation processes as follows:

1. Identify the issue about which consultation is to occur, in this instance a Community Safety Initiative.
2. Ensure that a consultation plan is part of the overall project plan and ensure that adequate resources are committed to the consultation process.
3. Clearly identify the goal of the consultation process.
4. Look at the range of possible activities and agree consultation methods that best suit the needs of those to be consulted. The methods selected will depend on a number of factors including:
   - Complexity of the issue;
   - Who the target groups are;
   - Whether the target groups are easy to access;
   - Whether the consultation will be "open" or "closed";

o   How much time and what level of resourcing is available; and

o   Who is managing the consultation process and who will be doing the work.

5. Make sure that information and advertising about the consultation is eye-catching, distinctive, exciting and relevant to the target groups involved.

6. Be sure that venue quality and participant comfort is carefully handled. A good quality, interesting environment with plentiful refreshments will enhance the process.

7. Information should be appropriate to the literacy levels and experiences of those being consulted and designed to allow participants to make informed comment on the issue.

8. Ensure participants are clear about the consultation process, how the information they give is going to be used and how decisions will be made. Where possible, allow participants to have input into these processes.

9. Use feedback and evaluation processes. Where possible, feedback should occur during and at the end of consultation to give the benefits of feedback loops.

10. Stick to agreed timelines and commitments. This will give participants more faith in the process.

11. Be adventurous and creative. Don't be afraid to try something new and take advantage of the resources and support available to the consultation process.

4.5.5 Choosing the Best Method of Consultation

West Berkshire Council Consultation Toolkit (2005) acknowledges that there are a wide range of methods available to consult with people. Many of these methods - such as focus groups - are well established in the private sector and the public sector has started to use them more consistently in recent years. Others - such as citizens' panels and citizens' juries - tend to be used mainly in the public sector. In general, West Berkshire Council suggests that consultation methods can be sub-divided into two distinct categories:

- Qualitative methods such as focus groups and individual interviews are interactive and discursive in nature and are used to gain a detailed understanding of issues by answering "how" and "why" questions; and

- Quantitative methods such as surveys provide statistical information using sample groups of people. They answer "how many" or "what" questions. If

the sample is drawn up using statistically reliable methods, the results can be taken to reflect the views of the whole population of a community.

The following Table 6 details various qualitative and quantitative methods that are commonly used in community consultation processes and indicates in which circumstances each will be appropriate.

Table 6: Community Consultation Methods
(Adapted from West Berkshire Council Consultation Toolkit, 2005)

	A. Qualitative Methods
Method	**Key Characteristics**
Focus Groups	• A group where specific issues are explored in-depth for 1-2 hours through a structured, but open ended, discussion. • Groups typically consist of 5-8 people led by a trained facilitator. • Groups can be a sample of the population as a whole, or structured to test the opinion of specific communities of interest. • Keeping similar types of people together helps reduce inhibition and promote discussion. • Discussions may focus on the specific needs of that group, on the quality of a particular service, or on ideas for a broader policy, strategy, plan or initiative.
Individual Interviews	• One-to-one discussions, for about an hour, framed around a particular topic area. • Because only one person is being interviewed, you are able to spend a lot of time finding out what individual people think and developing a more detailed understanding of the reasons and rationale behind people's attitudes and opinions. • Personal, face-to-face contact means that issues can be probed to a greater depth.
Paired Interviews	• This is a useful technique with less confident groups of people e.g. school children will come with their best friend when they might not turn up by themselves. • This approach offers a degree of intimacy and privacy, but the respondent does not feel under the spotlight all the time. • It is a technique that is not widely used enough. Often, more can be achieved in a 20-30 minute paired interview than in a drawn out focus group.
Service User Group	• Regular meetings with users of a service, either with a fixed or open membership - e.g. residents' associations, sports and neighbourhood user groups. • People discuss issues directly affecting them relating to the delivery, management and development of a particular service. • The nature of the group and how representative it is will vary. • Also, you will need to determine any rights of the group to make recommendations or share in decision-making.
Citizens' Workshops	• Group of 12-20 people who are brought together to learn about, discuss and give their views on a particular issue. • Typically meet for 1 day, either continuously, or for a couple of hours spread over several days.
Public Meetings	• Meetings arranged for members of the public to find out and express their opinion on a particular issue. • Meetings are usually held in a public place convenient for people to get to. • This is a more traditional method of engaging with people. The meetings can allow for opportunities for small group discussions and feedback.

	B. Quantitative Methods
Method	**Key Characteristics**
Face-to-Face Surveys	• These are usually undertaken in people's own home. This is the most expensive but also most effective method of survey data collection. • Interviews can last up to 1½ hours and response rates are usually significantly higher than other methods. • The face-to-face nature of the survey allows interviewers to create a rapport with the interviewee, explore more complicated questions and show visual cues. • Self-completion elements of the survey for sensitive issues are also possible by allowing the respondent to fill out a separate module of questions during the interview.
Telephone Surveys	• Less expensive than face-to-face interviewing. • Faster than face-to-face surveys • Good for surveying a geographically dispersed sample. • A drawback of this method is that it is easier for people to decline to respond and so response rates are lower than those for face-to-face surveys.
Postal Surveys	• Relatively inexpensive and can be sent to a large, geographically-dispersed sample. As the questionnaires are self-completed, they must be relatively simple and short (15 minutes maximum). • They generally suffer from low response rates and can result in biased samples as certain types of people are more likely to respond. However, a lot depends on how much care is put into presenting and administering the survey. • Better responses can be obtained by including pre-paid envelopes, posting reminders, offering financial incentives, or holding a prize draw. • They can produce poor quality data as respondents may misinterpret questions or not bother to fill out some sections (especially personal information, which limits the amount of analysis you can effectively do later). They also suffer from slow turnaround times.
Electronic Surveys	• Similar to postal surveys, but are administered online so they can include some routing of questions - i.e. people who answer 'No' are taken straight to e.g. question 6, whilst those answering 'Yes' are taken straight to e.g. question 7. • They are relatively cheap, quick, easy to administer and analyse because all the data is gathered centrally. • This approach is limited however since only people who have internet access can participate. Some people may feel daunted filling out online forms, especially if personal information is required.

The West Berkshire Council Consultation Toolkit (2005) advises that key questions to consider in choosing the most appropriate consultation method include asking 'what are we trying to do – are we simply providing information or trying to actively engage people?' If engaging people, it should be considered and clarified what kind of information is needed from them. The consultation process needs to be designed in line with the amount of time and resources that are available and with clarity about who is to be consulted. It is also important to be informed about what consultation has been done with the target group before and how effective any prior consultation has been. Where communities have already been consulted on a variety of issues

and have not seen any positive outcomes from their participation in previous processes, it is vitally important to be crystal clear with the people you consult with about why their participation is needed and, more importantly, what their feedback will be used for (see Appendix 11 for a useful analysis of the strengths and weaknesses of the various consultation methods outlined).

The West Berkshire Council Toolkit expands on the process of selecting methods by giving the following tips for choosing the most appropriate ways if conducting community consultations:

- There is no 'right way' and the method or combination of methods you choose will be dependent on what you are trying to achieve, the type of people you are consulting, and the level of detail and understanding you need;
- Think about what sort of response you need to your consultation, e.g.:
  i. Are you interested in finding out 'how many' or 'what proportion' of people agree?
  ii. Do you need to find out 'why' or 'how' people agree/disagree?
  iii. Do you want to be able to talk about people generally or do you want an in-depth opinion from a smaller group of people?
  iv. Do you want to understand personal experiences?
  v. Do you want to find out how or why people can change their views through discussion and debate?
- The most important tip is not to rely on just one method. Using more than one increases quality and quantity of feedback and improves the reliability of the findings that emerge;
- Knowing something about the people you want to consult with helps you to choose the most suitable method(s). It can be useful to use one approach to develop another - i.e. use focus groups to inform a survey, or to investigate in more detail particular outcomes of a survey. If you are linking methods in this way, make sure that you are talking to the same audiences;
- Think about the type of responses you are likely to get from different groups;
- Be prepared for different responses from people who are more expert in the field, than from those who are less familiar with it;

- Decide how you are going to weight views, i.e. whose opinion is more important? Can you please everybody?
- How are you going to explain what decisions you have taken to different people? and
- It is important in planning any consultation that the objectives and expectations are clearly set out from the start and that the approach taken suits these.

In conclusion, choosing the best method or combination of methods is a crucial step in designing an effective community consultation process and the method will vary according to the purpose of the consultation. According to Fife Council (2002), community consultations can serve a number of purposes such as informing the public about services and what is planned; seeking views on policies and services; or participation and partnership where issues and needs are jointly discussed and assessed.

Table 7 below (adapted from Fife Council, 2002), indicates which methods can be used to meet these purposes. Note that the higher the number of black squares, the more closely the method meets the purpose.

Table 7: Consultation Methods and Purposes of Community Consultation

	Informing	Seeking Views	Participation and Partnership
Campaigns	■ ■ ■	■ □ □	□ □ □
Exhibitions	■ ■ ■	■ □ □	□ □ □
Local Press	■ ■ ■	■ □ □	□ □ □
Leaflets and Newsletters	■ ■ ■	■ ■ □	□ □ □
Circulating information	■ ■ ■	■ ■ □	□ □ □
Customer comment cards	□ □ □	■ ■ □	□ □ □
Surveys	□ □ □	■ ■ ■	□ □ □
Public Meetings	■ ■ ■	■ ■ □	■ □ □
Conferences	■ ■ ■	■ ■ □	■ □ □
Select Committees	■ ■ □	■ ■ □	■ □ □
Deliberative opinion polls	■ □ □	■ ■ ■	■ □ □
Citizens' panels	■ □ □	■ ■ ■	■ □ □
Workshops	■ ■ □	■ ■ ■	■ ■ □
Focus groups	■ □ □	■ ■ ■	■ ■ □
Open space	□ □ □	■ ■ ■	■ ■ □
Community visioning	■ □ □	■ ■ ■	■ ■ □
User panels	■ □ □	■ ■ ■	■ ■ □
Citizens' juries	■ ■ □	■ ■ ■	■ ■ □
Partnership approaches	■ □ □	■ ■ ■	■ ■ ■

CASE STUDY D
Conducting Community Consultation

In 2006 and 2007, during its planning phase, CDI with the assistance of the School of Psychology at University College Dublin, began a community consultation process about a Community Safety Initiative for the area with a series of meetings with local groups and service providers. The primary purpose of these meetings was threefold, i.e.

- *To provide information about the work of CDI to date;*
- *To invite groups and agencies to consider the idea of a community safety contract (see Case Study I, Pg. 122); and*
- *To look for their ongoing support and backup for the development of the CSI.*

Following these meetings CDI had a clear picture of the safety issues that were common to each of the Tallaght West communities of Fettercairn, Killinarden, Jobstown and Brookfield. A survey about safety concerns was then designed and piloted with a small number of residents (52) in order to establish its clarity and readability, and to ensure that it was community-friendly. Community surveyors were identified in this process. The survey was revised based on feedback from the surveyors to include tick box options for some of the questions. From this process a team of 25 local surveyors were identified and provided with training in how to conduct a survey. The survey was conducted using random sampling of households in each of the four communities, and a total of 514 were completed by adult residents.

There was a specific survey methodology for consulting with young people which was a mix of facilitated focus group sessions and a follow-up questionnaire. The survey was conducted with two randomly selected classes in the 2nd and 5th year cohorts of each of the four secondary schools in Tallaght West. A third approach was taken with younger children by randomly selecting children from four

participating primary schools to take part in a photography project about their community.[11] 114 young people completed survey questionnaires.

The survey identified a number of issues that young people were concerned about, as well as possible goals for the programme. The information gathered was invaluable in progressing the work to promote safety in Tallaght West as it was used along with all other feedback collected during the consultation process by the CSI Steering Committee and influenced the development and implementation of the CSI.

A total of 669 individuals completed the survey and this group comprised of 514 adult residents, 114 young people and 41 representatives of community groups and service providers in Tallaght West.

Following the survey a public meeting was held in each of the four areas of Tallaght West. Despite the public meetings being widely advertised they were poorly attended. Overall 54 people participated in these meetings including 18 young people. Five of the attendees were service providers.

Learning:
- *The consultation process began in 2006 and ended in 2008. Although it provided very good baseline information it also created a barrier for many residents getting involved in the CSI as too much time passed between consultation and implementation and thus momentum was lost;*
- *In addition, the time lapse between consultation and implementation made no allowance for changes taking place in the community over that period of time;*
- *It was very helpful using residents to carry out the survey. Those being surveyed expressed a level of ease and comfort speaking to people who live in the area; and*
- *Holding public meetings is not a particularly effective way of engaging with residents.*

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[11] A comprehensive description of the methodology used is available in the CSI Consultation Report (2008) which is available at www.twcdi.ie/publications

4.6 ACTION 5: Community Engagement

The research for this Manual makes it very clear that engagement of the community in local initiatives is critical to their success. The following guidelines for successfully engaging with disadvantaged communities are based on a whole range of sources that document research and experience in this area.

4.6.1 Getting Started

It is important that the community is engaged with as soon as possible and that adequate resources are earmarked for early work. As resources come on stream, dedicated personnel (paid or voluntary) should be appointed with responsibility for community engagement. When they need it, community groups should also have access to resources to appoint their own community workers or technical advisers.

4.6.1.2 Understanding Community Needs and Strengths

An indispensable step for the steering committee is to understand - from the standpoints of local residents - both the problems and the priorities for action on community safety in the target communities. As outlined above, they also need to map existing community organisations and leaders and develop an understanding of who, for each aspect of the CSI, the legitimate stakeholders are. At this stage, it can be helpful to initiate an honest dialogue about possible roles for the community, the levels of power to be devolved, and any limits to this.

4.6.1.3 Start-up Projects - the Importance of Early Successes

In communities that have been marginalised for many years, the confidence of local residents will often be at a low ebb and they may well be angry and frustrated. At an early stage, it can be helpful to encourage the community to take on some modest tangible projects that build up community spirit and/or meet local needs, for example:

- Running a local soccer tournament;
- Organising a trip to the seaside;
- A community party or fun day;
- Organising community clean-up events; and
- Small maintenance works such as repairs to the pavements on the estate.

Organisation of these kinds of activities will help local residents and groups to develop confidence and to build relationships with professional agencies. Fun is an important ingredient and festivals or community arts projects are good ways of encouraging wide participation.

CASE STUDY E
Achieving "Quick Wins" in Community Safety Initiatives

At the outset of any community safety initiative, "quick wins" are particularly important in attaining buy-in and confidence on the part of local residents and so the actions that make up the quick wins should be identified by community representatives themselves.

A few tangible examples from CSI pilot sites in Tallaght West are as follows:

Killinarden Pilot Site

1) Children at Play Signs
The community representatives, who were all young mothers from the area, highlighted at the first CSI meeting that, due to a lack of formal play space in the area, the roadways were effectively the children's playgrounds. They asked if it would be possible to put up some 'Children at Play' (CAP) signs at two blind junctions where traffic from outside the estate entered the road that their children played on.

A site meeting was arranged with the Roads Department of the Local Authority to scope the area and see how feasible it would be to erect signs. The Local Authority came back with a proposal which residents felt could be amended so as to meet their needs more fully. A second meeting was held on site with a residents' representative present to bring local knowledge.

A revised plan including CAP signs, road markings, yield signs and a low roundabout was agreed with the Council and delivered within four weeks. Residents stated that they were delighted to see their voices being listened to, they saw a tangible

outcome and they responded with regular and participative attendance at subsequent CSI strategy group meetings.

2) Connecting With the Wider Community

The residents in the pilot site identified early on that they were isolated from both their immediate neighbours (because the pilot site straddles the boundary of two parts of the estate that it is part of) and from the wider Killinarden community.

The CSI strategy group decided to hold its meetings in Killinarden Community Centre in the future. At the first meeting there, the residents were given a tour of the Centre, during which the many services, clubs and opportunities available were explained. Over subsequent weeks the residents attended numerous events in the Centre including a weekly Parent and Toddler group, coffee mornings, hanging basket/planting workshops and a family Christmas party. A sense that it is their community centre was created with visits becoming normalised and isolation reduced.

Fettercairn Pilot Site

1) Chains and Locks for Wheelie Bins

Residents interviewed during a local survey were very stressed by the fact that many of their bins were repeatedly stolen by local teenagers who were burning them out as a way to provide heat during cold evenings. The design of the housing units meant that all bins had to be stored at the front as units had no back lane or garden access.

The local CSI committee agreed to buy a 50 metre spool of chain and 30 padlocks. One of the residents on the committee took on the job of liaising with house holders and providing chain and locks to secure their bins. Thus, a very simple and cheap measure (€190) gave the CSI immediate impetus and credibility in the community.

2) Soccer Goalposts

Residents felt that young children living in the pilot site were afraid of venturing too far from their houses to access playing fields and so a request to provide two goalposts on the grass area immediately in front of their homes was brought to the

table at the inaugural meeting of the local CSI committee. A request was made to the Parks Department in the Council to investigate the feasibility of erecting goals on the identified grass area. A site survey by the Parks Department revealed no factors that would prevent installation. Two residents on the committee agreed to act as local enablers.

The goalposts were in place within two months. CSI group members were delighted with this very tangible progress which signalled that the CSI was up and running in a real sense. Residents reported that they felt listened to.

Learning:

Quick wins helped in building early momentum in the initiative in the following ways:

- *In identifying suitable actions to be addressed under quick wins, it was important to choose those that were achievable in the short term, which were relatively low cost and were deliverable from an agency perspective. These were chosen from the list of all actions identified by the local CSI group (which in turn were drawn up in consultation with the community). Taking this approach gave credibility to the CSI by demonstrating a clear and coherent strategy for achieving outcomes incrementally across its lifespan;*

- *It was important to have a small amount of seed funding available at the outset which was used to both deliver small quick wins (such as the chains and locks for bins in Fettercairn) and to leverage additional resources from elsewhere (for example the signage and landscaping works in Killinarden where the costs were borne jointly by CDI, the Council and the Voluntary Housing Association);*

- *Residents experienced their immediate priorities being respected and addressed;*

- *Delivering quick wins gave a clear sense that the CSI group was action focussed and not just a talking shop;*

- *Successfully responding to community-identified needs empowered local residents; and*

- *Residents were happy to work on longer term actions once some early quick wins had been achieved.*

4.6.2 Developing a Vision and Action Plan

The process of developing a community vision for safety in the area and feeding this into a community safety action plan takes time and resources. Past experience has shown that the contribution of community groups significantly increases if they have access to independent advice (from a community worker, a consultant or a community architect) to help them develop a vision, priorities and action plans. It can be helpful to plan the work of developing a community vision in the following three stages:

1. **Street Meetings, Workshops or Design days**

   Using facilitators, these events aim to provide a friendly, informal atmosphere in which local residents can 'brainstorm' a range of ideas. Small meetings and community arts approaches can be excellent ways to meet with young people in particular. It is important to have clear feedback mechanisms from such events.

2. **Community Planning Events**

   As ideas begin to solidify it can be useful to hold longer events - like one or more community planning weekends - which bring together a large group of key stakeholders. The aim is to transform promising ideas into action plans, projects or even a complete community safety action plan.

3. **Exhibitions / Open Days / Referendums**

   Finally, it is important to gain wider public support for more detailed plans once these have been worked up. Holding open days with exhibitions in popular venues can be a good way of attracting interest. Alternatively a referendum (online and/or by postal vote with a door-to-door collection) has proved a good way of gauging the strength of local opinions. In either case, good publicity in the local media and community newsletters is essential. It is also essential that the community is provided with feedback about what action will be taken as a result of the input they have had into the process and what the anticipated timeframes will be.

4.6.3 Engaging the Community in Partnerships

Involving the community in partnerships requires time, resources and sensitivity. It is important to have the structures in place, and relationships clear, before project work starts, as it is essential to be up front about what you are asking community representatives to become involved with. It is also crucial to achieve early clarity about when the community is being consulted and when it has the power to share decisions or to veto them. There are occasions where there is no opportunity for the community to influence decision-making processes. It is critical that the non-negotiables are explicitly stated up front.

Inevitably, partnership structures will vary according to local circumstances, but experience suggests that four key areas as follow demand particular attention.

4.6.3.1 Developing Structures to Represent the Community

Any area, however small, will have a range of existing community groups. In larger areas, the diversity will be much greater. A key first step is to develop a forum that can adequately represent this diversity. Representation is sometimes based on neighbourhood, sometimes on communities of interest, and sometimes on both approaches. Fora have a variety of functions which can include:

- Electing representatives to the Board;
- Nominating representatives to sub-committees or working groups;
- Providing nominated representatives with support and direction;
- Acting as a consultative group for the partnership;
- Managing staff and projects;
- Promoting particular interest groups within the community; and
- Acting as a channel of information.

The Community Safety Initiative may require the development of specialist fora, such as a Youth Forum or an Environmental Forum. It is important that the terms of reference and responsibilities of each are clear, that reporting and/or communication lines have been defined, and that each has sufficient active membership and resources to operate effectively.

4.6.3.2 Community Representation at Steering Committee Level

The key role of community representatives is to ensure all project sponsors have consulted the community in appropriate ways and that the views obtained are reflected in the steering committee's decisions. To create community confidence it is preferable for the community to select their own representatives and for representatives to be able to discuss steering committee matters with the community. Rules on confidentiality which encourage openness should be agreed.

4.6.3.3 Sub-Committees/Working Groups

Below steering committee level, many partnerships establish sub-committees or working groups, which mirror the core aims of the partnership. Usually, these are theme-based. Sometimes, the sub-committees or groups are organised around geographical areas. These sub-groups of the steering committee allow both further opportunities for community representatives to play a key role in designing, implementing and monitoring projects and for specialist working groups of additional members to be convened, as illustrated in the following Case Study F.

CASE STUDY F
Working with Young People Involved in Anti-Social Behaviour

In Fettercairn, Tallaght West, the creation at the outset of a specialist Youth Sub Group of the local CSI Committee was fundamental to achieving successful outcomes. The main committee had members who were residents of the pilot site along with frontline staff from the key agencies with a remit relating to community safety[12]. The formation of a Sub Group of those with a specific remit of working with young people early in the life of the CSI was driven by:

- *The survey of residents identified that young people needed specific interventions;*
- *The feeling among Committee members that "nothing could be done" with those under the age of 16 to encourage them to modify their actions;*

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[12] Members of the main committee included Local Authority Estate Management, RAPID Coordinator, local Community Gardaí, Youth Workers with the local Garda Youth Diversion Project, School Completion Programme Coordinator, local Community Estate Management Worker, and Residents.

- *Relevant agencies having only part of the picture as to those young people that were most at risk and/or the principal perpetrators of anti-social behaviour (ASB); and*
- *The realisation that no coherent approach to those involved in ASB had taken place previously, despite the prevailing consensus that "everyone knows who they are".*

Membership of the Sub Group was as follows:
- *Local Community Gardaí;*
- *Local Authority ASB team;*
- *Youth Workers delivering local Garda Youth Diversion Projects;*
- *Other local Youth Workers; and*
- *Local Community Estate Management Worker.*

All members were trained in Child Protection and were cognisant of confidentiality issues when discussing children's needs and appropriate actions to be taken. This knowledge and understanding provided a secure environment for members in which to operate. An important feature of the functioning of the Group was that it remained open for additional people to attend as required. For example, HSE Social Workers, Family Support Services or staff from local schools have attended meetings from time to time when requested to do so.

The Group Convenor developed a template to gather information about the children and young people that were of concern (See Appendix 12). The template documented which, if any, services or activities the young person was either already availing of or were being provided to their family. The template was used to assemble all relevant knowledge on each of the identified children or young people involved in ASB and was the necessary first step in advance of the Group agreeing the most appropriate interventions.

A combination of "hard" and "soft" interventions were developed which sought to both address the security needs of residents and the personal development

needs of the children and young people involved with persistent anti-social behaviour. The kinds of interventions put in place included:

- *Chains and locks were provided for wheelie bins that were repeatedly being stolen and burned out (see Case Study E, Pg. 95);*
- *Windows in houses that were the target of racist harassment were replaced; and*
- *The families of the children and young people were either visited by, or called to a meeting with, a Garda (who was not a Community Garda) and a Council ASB Officer and informed of their children's behaviour and of the likely consequences for the child (and the family, in terms of their tenancy with the Council) if the behaviour continued unabated. The engagement of the Garda/Council personnel with parents was not a once-off event, rather follow-up visits or meetings took place to ensure that the family had the support to implement commitments undertaken.*

Once the young people perceived that visiting areas of past ASB was no longer wise, it was necessary then to offer supports such as youth groups and activities to the young people. These included:

- *A number of the children being included in existing youth groups operating in the area;*
- *When the younger group (8 - 12year olds) perceived that their former 'hang-out' sites were no longer open to them, they were actively encouraged to use their local community centre by a sympathetic local resident whom they trusted;*
- *In order to iron out early engagement difficulties between the young people and the centre staff, a Restorative Practice conference (see Case Study I ,Pg. 122) was convened at which agreements were made about both how they would behave in and around the centre and how the staff would relate to them; and*
- *They have now been offered a programme of activities, within a newly-created youth group supported by Youth Workers and programme funds.*

A crucial aspect of the work of the local CSI in Fettercairn has been that at no stage are individual names of young people aired at the main committee meetings and the community members are never asked to attach names to particular anti-social activities. (Should they wish, they are free to do so directly with the appropriate agencies.) In addition, residents do not attend Sub Group meetings. The decision to work in this way was important for ensuring the anonymity and personal safety of community members from any potential fallout in the community.

Learning:

- *The primary learning from the first year of operation of the CSI in Fettercairn in Tallaght West was that, because anti-social behaviour (ASB) in a disadvantaged community context has myriad causes and manifestations, measures to address it need to include a broad spectrum of integrated responses if they are to be successful;*
- *Practical interventions with families are necessary at the outset, supplemented by ongoing supports once the young person is engaged;*
- *The involvement of Gardaí, other than the local community Gardaí, was important to the success of this intervention. Community Garda engagement and relationship/trust building with the young people is a key support, which would be compromised through their calling to doors to reprimand families for their children's behaviour;*
- *A sympathetic local resident who was a community leader and had the trust of the younger children was a crucial resource in engaging with the young people and encouraging them into more constructive activities; and*
- *If residents participating in a local CSI feel that their personal safety or security is in any way compromised, they are likely to discontinue engagement.*

4.6.3.4 Making Meetings Community-Friendly

At all levels of the CSI, it is very important that meetings should be conducted in a style that community partners are comfortable with. Attention should be paid to:

- The time of day set for meetings;

- The language used in meetings;
- The level of formality to be adopted at meetings;
- The possibility of larger meetings being broken down at certain points into smaller groups, to facilitate participation; and
- The most appropriate venues; transport; childcare arrangements; and any translation services that may be needed.

Where possible, community members who participate should have any expenses they incur as a result of participating reimbursed.

4.6.4 Involving the Community in Project Delivery

The most dynamic forms of community engagement and participation come about when the community owns or controls programmes or projects. Community grants can be a useful technique for building capacity and experience within the community, but care should be taken to ensure that they do not divert the community's attention away from the bigger resource decisions being considered by the partnership.

4.6.5 Tackling the Learning Curve for Community Representatives

Effective partnership working and community engagement require training and other resources, for both community and other partners. Community representatives need a jargon-free induction to the requirements of partnership work which should cover:
- Administration processes, including financial administration;
- Legal frameworks and responsibilities;
- Maintaining accountability;
- Basic assertiveness, including public speaking; and
- Ongoing support to help individuals grow into their representative, leadership, or 'social entrepreneur' roles.

4.6.6 Getting Stakeholder Agencies up to Speed on Community Issues

For statutory and other representatives, learning to work in equal partnership with communities - learning to listen and respect their views - is of central importance. In the past, many have failed to make this important first step. At times, separate

training is appropriate; but increasingly, joint training sessions between residents and other representatives have proved successful.

For both residents and professionals, a range of good training techniques already exists including: group-based training, courses, action-based learning, mentoring, placements, exchange visits, and conferences/seminars. Good practice and training on community engagement is a two way process involving:

- Building trust, sharing experiences;
- Capacity to explore personal and political issues in a safe environment; and
- An openness to effect change through understanding of issues central to all participants.

4.6.7 Youth Engagement

When young people feel neglected, overlooked or discounted by society, they can become susceptible to negative influences, anti-social behaviour and substance abuse. Critical to the success of any Community Safety Initiative must be the involvement of young people in the planning and implementation of such initiatives. Fundamentally, young people need to be seen as part of the *'solution'* to crime and anti-social behaviour rather than being seen as the *'problem'*. In this context, young people should be included as equal stakeholders in identifying and negotiating the solutions to safer communities.

4.6.7.1 From Youth Participation to Youth-Adult Partnerships

Any organisation undertaking to actively encourage young people's participation should critically reflect on the kinds and levels of youth participation they are seeking. Hart's (1992) Ladder of Participation (see Figure 2) depicts participation on a continuum, from manipulation and tokenism, which do not constitute real participation, to higher levels of participation in which young people initiate, direct, and share decisions with adults. The ladder of participation highlights two important characteristics about young people's participation:

- Firstly, having a young person present does not automatically result in true participation. Young people must have a certain level of empowerment, responsibility, and decision-making power to participate meaningfully.

- Secondly, the quality and type of the relationship between young people and adults is important.

Figure 2: Hart's Ladder of Participation (1992)

LADDER OF
PARTICIPATION

8. Youth-initiated, shared decisions with adults

7. Youth-initiated and directed

6. Adult-initiated, shared decisions with youth

5. Consulted and informed

4. Assigned but informed

Degrees of Participation

3. Tokenism

2. Decoration

1. Manipulation
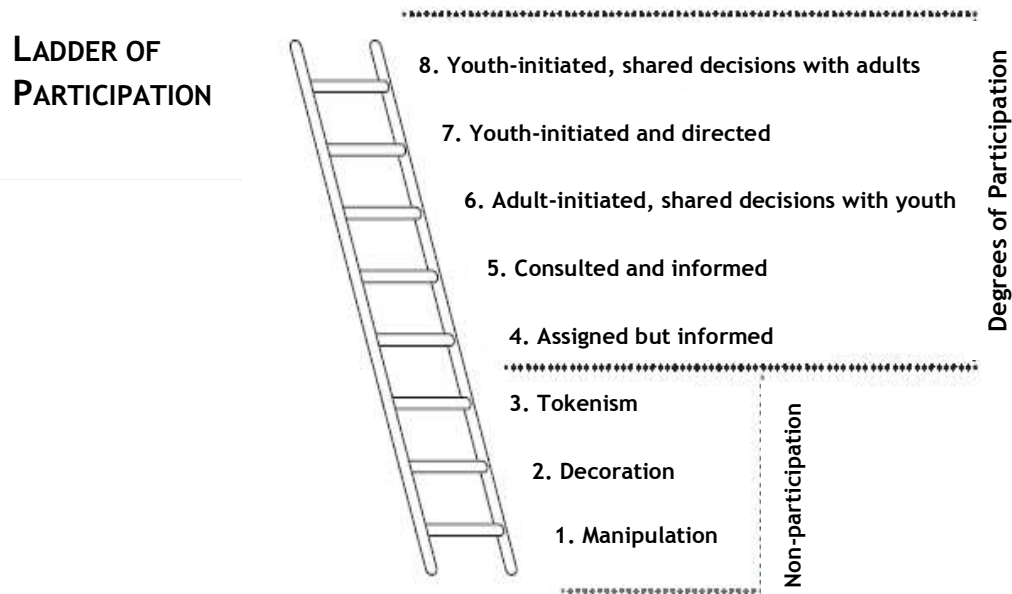
Non-participation

As a result, in order to ensure that youth participation is meaningful and that young people share decisions with adults, there is a need to develop youth-adult partnerships. A true partnership is not simply a checklist that either youth or adults follow. According to Family Health International (2005) a true partnership between youth and adults in a professional setting has several distinguishing characteristics as follows:

- It integrates the realistic perspectives and skills of young people with the experience and wisdom of adults;
- It offers each party the opportunity to make suggestions and decisions;
- It recognises and values the contribution of both the young person and the adult; and
- It allows young people and adults to work in full partnership – envisioning, developing, implementing, and evaluating programmes.

Table 8: How to Ensure Effective Youth-Adult Partnerships
(Adapted from Family Health International, Youth Participation Guide, 2005)

- **Establish clear goals for the partnership.** Young people and adults should understand the reasons and objectives for establishing the partnership.

- **Share decision-making power.** If young people have no power to make decisions, their participation is not one of partnership.

- **Have commitment from the highest level.** The highest level of the organisation should commit fully to meaningful partnerships.

- **Be clear about roles and responsibilities.** Be clear about which young people and adults have partnership roles and ensure that those persons in partnerships know everyone's roles and responsibilities.

- **Be selective.** Select the appropriate young people and adults for the partnership. Young people vary widely in their level of development and readiness to assume responsibility, and adults vary widely in their degree of commitment to work with young people.

- **Provide training.** Young people may need training in communication, leadership, assertiveness skills, and technical areas. Adults may also need training in working with young people as well as in technical areas.

- **Be aware of different communication styles.** Different styles of communication do not necessarily imply disrespect, disinterest, or different goals and expectations. Asking questions and communicating clearly can help diffuse conflicts that arise from different communication styles.

- **Value participation.** Part of valuing youth involvement is to hold young people accountable for their responsibilities, just as one would with adults. The skills and commitment that adults bring to the partnership should also be valued.

- **Include room for growth.** Establish ways for young people to advance to increased levels of responsibility, including opportunities for advancement.

- **Remember young people have other interests.** Young people may not be able to meet high levels of obligations, due to other commitments and priorities. Work with young people to develop a level of responsibility that matches their time and commitment.

See Appendix 13 for checklists on (i) What do young people need to know about working with adults?, and (ii) What adults need to know about working with young people?

CASE STUDY G
Community Engagement Activities

Over the course of the first three years of the CSI in Tallaght West, a range of community engagement activities were undertaken, both at a pilot site level and on a wider Tallaght West level. Pilot site activities included local safety surveys; community clean-ups; local soccer and volleyball matches between teams of residents versus teams of agency staff; family fun days; Summer festivals; community parties; community barbeques; Christmas parties; coffee mornings; community planting events; and small maintenance works (e.g. installation of new letter boxes, fixing windows). Wider community engagement activities organised by CDI included Community Research training; Community Mentoring training; Community Coaching training; Children's Good Behaviour Awards; and Volleyball leagues for teams of residents and agency staff.

The Children's Good Behaviour Awards were an example of a wider activity that built directly upon work being done on the pilot sites. Two rounds of Awards were organised, the first involving two pilot sites and the second involving three sites. For the first round, residents were asked to volunteer as local "Spies" and it was advertised in the neighbourhoods that there were Spies observing the children who would be reporting on their behaviour with a view to rewarding good behaviour such as picking up litter; minding a younger child; helping a parent; etc. Advertising the event included one Saturday when two volunteers dressed up as Spies walked around the neighbourhoods and told children they were being watched. The local volunteers submitted the names and ages of children that they were nominating for an award, along with the behaviour they believed deserved an award, to CDI who organised an Award ceremony to which the families of all nominated children were invited. The children were presented with Good Behaviour Certificates by a Garda Inspector and every child attending got a small prize.

For the second round, report cards were distributed to families on the three pilot sites who were invited to complete the cards and return them to CDI. The cards listed various good behaviours such as "keeping room tidy", "doing homework", "helping out"; etc. and had columns that could be filled in by attaching a star (which were

supplied) for each behaviour observed for a week. The Good Behaviour Certificates for the second Award ceremony were presented by the Lord Mayor.

Both events were a success in that over 60 children received Good Behaviour Certificates each time and parents reported that the good behaviours that they received awards for continued after the event. The first round generated more excitement on the local sites; a lot of children gathered when the volunteer "Spies" visited the neighbourhood and they seemed to like the concept of being watched! The report card system was more work and, while it encouraged a wider variety of good behaviours, it took out the communal aspect of the awards that had been present the first time around.

Learning:

- *The most successful local events in terms of numbers participating were those organised on an inter-agency basis;*
- *Local surveys were most successful where they were conducted jointly by residents and agency staff;*
- *The Children's Good Behaviour Awards were successful in engaging both parents and children in promoting pro-social behaviour;*
- *Participation in events or activities did not always translate into ongoing participation in the CSI at pilot site level; and*
- *Community engagement activities need to be designed with ongoing participation in mind.*

4.7   ACTION 6: Conducting a Community Safety Audit

A safety audit is a systematic analysis undertaken to gain an understanding of the crime-related problems in an area. The purpose of a community safety audit is to identify assets and resources that are available in the community for preventive activity; to enable community safety priorities to be identified; and to help shape a strategy that will enable those priorities to be tackled (European Forum for Urban Safety, 2007).

The community safety audit builds on the findings from previous community consultations conducted at the outset of the initiative (see section 4.4). A community safety audit will usually involve the following:

- Setting the context with an overview of the community's demographic, economic and other characteristics, and comparing these with regional or national information;
- Analysing crime and violence, as well as related problems such as disorder including the scale, trend, distribution and impact of incidents in the community;
- Profiling victims and offenders, including the gender, age, ethno-cultural and socioeconomic patterns of these groups;
- Investigating patterns of risk factors (predictors of behavioural and health outcomes) that are likely to contribute to the occurrence of crime and violence;
- Identifying protective factors (moderators and mediators of risk factors) that may contribute to prevention of crime and disorder in the community;
- Appraising the effectiveness of projects and services – such as health, housing, welfare and education – in relation to crime prevention;
- Assessing the political and institutional environment to identify opportunities for developing preventive action; and
- Identifying the opportunities, strengths and potential of the area, including social capital, civil society and existing projects on which a future strategy may be built (adapted from European Forum for Urban Safety, 2007; and Toumbourou , 1999).

4.7.1 Benefits of a Community Safety Audit

A community safety audit can enable the information, energy and resources of different organisations and communities to be pooled to build a comprehensive composite picture of both risk and protective factors impacting on safety in the community. The audit will help organisations with differing perspectives to reach agreement about which problems should be given the highest priority thus providing the basis for effective problem solving by enabling the right balance to be struck between different approaches and activities. Working through this prioritisation process will build the capacity of local stakeholders through development of skills and knowledge and promote partnership working and community involvement. The audit will mobilise agencies to participate in preventive action by shedding light on which measures and services have previously worked well.

The process of conducting a safety audit will reveal the complex linkages between social, economic and other factors when considering crime and disorder and the distinctive characteristics of crime problems in a particular area, enabling solutions to be tailored to local needs. Importantly for the effective planning and evaluation of the CSI, the safety audit will provide a baseline against which change and achievement can be measured and the foundation for strategies to prevent crime and improve the quality of life for the community.

4.7.2 Who Conducts the Community Safety Audit?

The Community Safety Steering Committee oversees the audit and is accountable for its satisfactory completion. Ideally, a sub-group of the steering committee should take on the responsibility for planning and implementing the auditing process and this sub-group should include individuals with authority to ensure the audit will be supported by relevant agencies. It is an advantage to include representatives of community-based organisations that have a broad community remit, who have good local knowledge and networks, as well as technical experts with experience of research techniques and crime prevention. These skills may need to be sourced externally to ensure that the audit is comprehensively carried out. Specifically, the knowledge and skills required are as outlined in Table 9 below.

Table 9: Knowledge/Skills Required to Conduct a Community Safety Audit

Knowledge:

- *Key agencies* – the priorities, policies, cultures and organisational arrangements of relevant local service providers, especially in the public and non-profit sectors;

- *Policing and justice system* – agency roles, police organisation, offence and incident recording practices, strengths and weaknesses of justice system data;

- *Crime prevention* – an understanding of offending and fear of crime, including gender-related issues, research evidence about effective responses, and how audits can be used to develop a preventive strategy.

Technical Skills:

- *Research design* – formulation of objectives, selection of methods, specification of outputs;

- *Project management* – scheduling of work, allocation of resources, risk management and quality assurance;

- *Stakeholder analysis* – identification of all stakeholders, assessment of their interest in the issue, and determination how they should be involved;

- *Community engagement* – use of activities that encourage broad participation, especially to facilitate the engagement of women, men, young people, older people and 'hard-to-reach' groups; (See Case Study C)

- *Consultative techniques* – interviews, meetings and focus groups to elicit information from service providers and community interests; (See Section 4.4)

- *Statistical analysis* – identifying, collecting and analysing relevant data held by agencies, possibly using geographical information systems;

- *Communication* – report writing, giving presentations and other activities to keep stakeholders involved and to get feedback from research findings.

4.7.3 A Framework for a Community Safety Audit

The following Framework can be used to assist the CSI Steering Committee to plan the community safety audit. The questions in each section should be considered and answered in as much detail as possible by the CSI Steering Committee. See Appendix 14 for a Checklist for carrying out a community safety audit.

Table 10: Framework for a Community Safety Audit
(Adapted from: European Forum for Urban Safety, 2007)

Key Areas	Audit Questions
Setting the Context	1. How large is the population and how is it changing with natural growth and migration? 2. What is the demographic structure (age, gender, ethno-cultural diversity)? 3. What are the main economic activities and what is the level of unemployment? 4. How does the socio-economic profile of the population vary across the community? 5. How does the population structure compare with other communities?
Crime and Anti Social Behaviour	1. How much crime is occurring? 2. How much anti social behaviour (ASB) is occurring? 3. What are the most common offences? 4. Who is most affected by crime? 5. Who is most affected by ASB? 6. In which neighbourhoods areas are crime rates highest? 7. In which neighbourhoods are ASB rates highest?
Offenders	1. What is the profile of known offenders (age, gender, socio-economic status and ethnicity)? 2. How does this vary with type of offence? 3. How many are 'persistent' and in which neighbourhoods are they concentrated? 4. What is known of their life experiences, health and education?

Risk Factors	1. How many children are growing up in care?
	2. How many children are growing up with parents or siblings who are in conflict with the law or violent?
	3. What is the scale of the following problems:
	   • truancy, suspensions, expulsions and early school leaving
	   • poverty and deprivation
	   • homelessness and unemployment
	   • ill health
	   • substance misuse
	   • poor housing and environment?
	4. Which areas of the community have the highest scores on the above indicators?

Protective Factors:	1. What are the opportunities for pro-social involvement such as paid work, volunteering, sport and recreation in community and school? 2. What are the potential rewards for pro-social involvement in community and school?
Current Responses	1. What is currently being done to address crime? 2. What structures currently exist that provide opportunities for advocacy e.g. Community Policing Forum? 3. Is it enough to make a difference? 4. Is there a need for more to be done?

Appendix 15 provides a comprehensive Safety Audit Report Template (adapted

from: Local Crime Prevention Toolkit developed by CSIR, South Africa: Cited in

European Forum for Urban Safety, 2007), which will assist the CSI Steering Committee to present the results of the community safety audit in a systematic and clear manner.

4.7.4 Good Practice in Planning and Conducting a Community Safety Audit

The purpose of the audit should be to gain an understanding of crime, related problems and their causes in order to inform the development of a strategy to prevent crime and improve community safety. The audit should be based on a recognition that crime results from a complex interaction of social, economic, legislative, environmental and other circumstances. It should adopt practices which model and contribute to good urban governance and sustainable development by being undertaken with respect to the law and human rights, and used to promote a culture of lawfulness.

The strong commitment of stakeholders with competence in relevant policy or service areas and their involvement in conducting the audit is critical, since success depends on their ability to respond to the findings. A participative approach that involves engagement with civil society and community interests is also critical throughout the audit process. This means that positive action is needed to ensure the voices of the poor and most victimised people are heard, recognising that official data will not adequately reflect their experiences. The audit should also incorporate the distinctive perspectives related to gender, minorities and youth.

The audit should identify relevant assets in an area, including social capital and successful projects, which may provide the basis for building effective responses - it should not be used as a tool to encourage or justify vigilantism or punitive activity, but should be solely used as part of the preventive process.

Following the completion of the community safety audit, the CSI Steering Committee will be in a position to develop a comprehensive community safety strategy.

CASE STUDY H
Conducting a Community Safety Survey

In the process of gathering information for a safety audit in Tallaght West it was found that the information that could be collated was not helpful in terms of developing work plans for local pilot sites. The geographical areas for which different agencies hold data are much larger than for a pilot site and not the same geographical area from agency to agency. It was clear that in order to address the needs of the community living in a pilot site (three sites had approximately 100 and one had approximately 360 households) it would be important to hear about the experiences of residents directly. It was also important to give the community the opportunity to propose solutions and to volunteer to be involved in these solutions.

In Fettercairn, a simple community survey was devised with the participation of all members of the local CSI committee and contained the following six questions:

1. *How safe do you feel in your home?*
2. *How safe do you feel in your community?*
3. *Please tell us about the issues that affect your feelings of safety.*
4. *Are you involved in your community in any way?*
5. *Is there anything you would be interested in doing as part of a group?*
6. *Any other comments?*

These questions were aimed at building a picture of both people's feelings and perceptions, while also giving them an opportunity to be part of developing possible solutions. The questions also gave the surveyors an opportunity to encourage those being surveyed to become more informed and more active in their community. The survey was carried out by members of the committee over the course of several weeks. Residents on the committee took the lead in conducting the survey with support from members of the community engagement team. It was necessary to call to houses at various times in order to secure maximum participation. It was also necessary to call back to several houses as some residents asked that the surveyors speak to another member of the household instead of themselves.

By taking this approach there was engagement with almost 90% of residents on the pilot site. The findings were clear and the majority of residents agreed on the most pressing issues affecting their feelings of safety. In this case these issues could not have been clearly reflected through the overall safety audit. The completion of the survey was followed with several meetings of the committee, a Christmas party event, and a coffee morning. Feedback from the survey was given in an informal way on these occasions.

During the course of the survey and at the follow up events, some residents expressed a willingness to be involved in developing solutions. Many also confirmed that they had not previously made any formal attempts to address the issues that affected them, for example many residents had experienced break-ins but had not made reports to the Gardaí.

Following the completion of the survey an action plan was agreed by the pilot site committee. This action plan proposed measures to address the most significant issues affecting feelings of safety (in order to achieve quick wins for the community), and also included actions aimed at building community spirit. It is important to note that the members of the community engagement team did not have any preset ideas of actions they felt would be appropriate, and allowed for residents and other stakeholders to steer the development of the action plan.

A similar survey was conducted on the Brookview pilot site at the start of the CSI there, and was repeated two years later. The follow-up survey revealed improvements in almost every area of concern identified by residents two years beforehand, and highlighted a new area of concern not identified first time around, (See Appendix 16).

It has been agreed in relation to Fettercairn that repeating this survey will be a useful way of establishing the impacts, if any, of the subsequent work carried out on the pilot site. However it is felt that there should be a gap of at least 12 months between surveys in order to give sufficient time for the work to become established. Initial indications from residents engaged in the process have been positive. Many have

clearly stated that they have seen an improvement in the issues highlighted in the survey.

Learning:

- *It is essential to consult with residents in a neighbourhood where a CSI is proposed;*
- *Local surveys will identify the main priorities for people living in an area;*
- *Local surveys provide an opportunity for people to propose solutions and to be part of putting solutions in place;*
- *Information held centrally by agencies that can be gathered for an overall safety audit will not necessarily accurately reflect peoples' lived experience in small local neighbourhoods; and*
- *Follow-up surveys are useful for both assessing progress and for identifying emerging or new safety issues.*

4.8   ACTION 7: Developing & Implementing a Community Safety Strategy

In the literature, a community safety strategy is also referred to as a community crime prevention strategy or a community safety action plan. The National Crime Prevention Centre, South Africa (2000) defines a community crime prevention strategy as:

- An action to prevent crime and violence and reduce public fear of crime;
- A tool to bring together different role players involved in crime prevention;
- A means of developing local crime prevention partnerships;
- A method to ensure co-ordination and management of crime prevention initiatives; and
- A way to identify priority areas and tasks.

4.8.1 Good Practice in Developing a Community Safety Strategy

In drawing on their experience of developing a Community Safety Strategy, West Sussex County Council (2005-8) highlights the following as being central elements of good practice:

- A thorough audit of crime and disorder;
- Consultation with communities;
- Exchanging information and debate with elected members;
- Consultation with all relevant stakeholders and agencies;
- Thorough review of national and local initiatives and priorities to inform practice; and
- Thorough consideration of the volume, consequences and cost of crime.

4.8.2 A Model for Planning and Developing a Community Safety Strategy

A useful model for planning and developing a Community Safety / Community Crime Prevention Strategy is outlined in Figure 3. This model, adapted from one developed by the South African National Crime Prevention Centre in 2000, can be replicated in the development of a Community Safety Strategy for any community.

Figure 3: Planning and Designing a Community Safety Strategy (adapted from National Crime Prevention Centre, 2000)

STAGE 1	STAGE 2
A community safety audit to identify problems and understand your community	**Developing a strategy**

STAGE 1

A community safety audit to identify problems and understand your community

Step 1: Identify the safety problems in your community by collecting information (e.g. from surveys and the community). This step includes identifying risk and protective factors.

Step 2: Identify who is already involved in pro-safety activities in your community.

Step 3: Analyse the social, economic and physical characteristics of your area.

Step 4: Decide which issues are most important (prioritise issues).

Step 5: Analyse these priority issues in your community.

Product: Clarity regarding the safety issues in an area and about organisations/people who are already involved in supporting and promoting community safety.

STAGE 2

Developing a strategy

Step 6: Select and group the priority issues into focus areas.

Step 7: Identify and approach possible partners in your area to assist in improving community safety.

Step 8: Identify possible solutions.

Step 9: Select the most suitable programmes (solutions) and refine them.

Step 10: Obtain support for the programmes you select.

Product: A community safety strategy.

STAGE 4

Monitoring and evaluating your strategy

Step 13: Make sure you have planned and budgeted for monitoring and evaluation.

Step 14: Make sure you have well-defined project objectives.

Step 15: Identify ways to evaluate the project's performance.

Step 16: Establish a framework for evaluation and carry it out.

Product: Information about what works, what does not work, and what could possibly work.

STAGE 3

Managing and implementing your strategy

Step 11: Develop project plans to implement your solutions with goals and objectives.

Step 12: Ensure you have resources for good project management: many good ideas fail because of poor project management.

Product: The ability to implement your strategy.

This model provides a step-by-step process which is logical and easy to follow. The process of conducting a community safety audit to identify problems and understand your community has already been described in detail in the previous section, 4.7. Once the community safety audit is carried out and documented, Stage Two involves developing the actual strategy. This will involve the CSI Steering Committee selecting and grouping the priority problems identified in the community safety audit into focus areas. Possible partners in the community can then be identified and approached to assist in reducing crime and responding to the priorities highlighted by the audit. The committee can work with partners to identify possible ways to address the priority problems in the area and select the most suitable interventions, projects, or programmes and refine these to meet the needs of the local community. The committee can work throughout this stage on obtaining local support for the implementation of the plan, once agreed.

It will be important to produce the Community Safety Strategy in a format that is creative, clear, simple and easily accessible to all relevant stakeholders. Many examples of community safety strategies exist in the literature, a sample of those that can be viewed online are included in Appendix 17. For the most part, community safety strategies tend to follow a similar format on which any community can base the presentation of its community safety strategy. An example of a typical format is included at Appendix 18.

Having written the community safety strategy, the next stage is managing and implementing it (Stage 3). This stage is dependent on the strategy having very clear aims, objectives and targets. It also depends on the strategy being SMART i.e. specific, measurable, attainable, realistic and time bound. If the CSI Steering Committee follows the framework for writing up the strategy provided in Appendix 18, the following will be clearly spelled out in terms of implementation:

- Annual targets;
- Specific actions to meet these targets;
- The lead agency with responsibility for implementing the actions;
- The timeframe within which the actions will be implemented;
- The resources required to implement the actions; and

- The performance indicators which should clearly indicate how the CSI Steering Committee will know if the actions have been implemented.

This project planning framework, married with the community safety strategy, will provide a blueprint for implementation with each stakeholder group being clear about their roles, remit and responsibilities.

The most important aspect of the steering committee's work will be to ensure that the resources are available to implement the annual action plans and that capacity-building measures are in place to engage and encourage the participation of the community. All previous sections of this chapter are equally relevant here and should be revisited in the context of managing the implementation of the community safety strategy.

4.8.3 Community Safety Agreements

One outcome that will possibly be identified in a community safety strategy is the development and implementation of a community safety agreement. A community safety agreement aims to mobilise communities to promote safe behaviours and positive social norms for children and families (CDI, 2006). It is designed to represent the agreed views of the community on their hopes for a safe area, the behaviours they wish to impact, their plans for promoting a safer community and their plans for monitoring the impact of agreement, which will include:
- Community definition of safety;
- Statements of agreed behaviours;
- Statements of unacceptable behaviours; and
- Partners who are signed up to implementing the agreement.

The concept of a community safety agreement draws on the various aspects of good practice identified in the literature. In order for the community safety agreement to be successful, a community-based process is required whereby the community is engaged at every step of the way in each stage of the Community Safety Initiative. All the principles and processes for effective community engagement and participation identified in previous sections of this Chapter are essential in setting the scene for the introduction of community safety agreements. It is important that the

introduction of a community safety agreement is identified in the context of the overall community safety strategy and not seen as a measure being imposed on communities. Therefore, the introduction of a community safety agreement should be initially piloted in a given community and its implementation monitored and evaluated over a designated, agreed timeframe, in order to establish its suitability and relevance within an Irish context.

CASE STUDY I
Restorative Practices as the Basis for Community Agreements

The impetus for a CSI in Tallaght West arose from research carried out by the Childhood Development Initiative (CDI) into child and family needs in the area (2004). CDI, which at this time was developing its strategy and consisted of a Consortium of over 20 local statutory and community organisations, began to research methods to address community safety issues. They found that the Borough of Islington, UK, had introduced a "good behaviour contract" and was reporting very positive results from this approach. Based on this learning, the idea of developing a community safety contract with communities in Tallaght West was born. This was followed by a lengthy consultation process over a period of two years (see Case Study D, Pg. 92). The rationale for undertaking the consultation process was that when CDI was finally set up as a company an implementation plan for the CSI would be ready. The consultation established a broad level of interest among stakeholders in the idea of a community safety contract.

Tallaght West is a large area (population 28,000) that is comprised of four distinct communities, i.e. Fettercairn, Brookfield, Jobstown and Killinarden. It was agreed at the CDI Consortium to work towards the development of a community safety contract in the four communities. Pilot sites for this work were to be agreed by the CSI Steering Committee that was to be established once CDI's implementation phase began.

Over its first three years of implementation (2008-2011) the CSI was being independently evaluated by the Child & Family Research Centre at the National

University of Ireland Galway (NUIG). Interim reports from the evaluation team in 2009 and 2010, along with difficulties in developing consensus among key stakeholders about how a community safety contract could operate, led CDI to the introduction of a Restorative Practice Training Programme as part of the CSI in 2010.

Restorative Practice (RP) is internationally recognised as a method which supports positive outcomes in managing conflict or relationship based difficulties. It focuses on taking personal responsibility, being able to challenge and be challenged, and on identifying solutions and it works by both building relationships and repairing harm.

The CSI Steering Committee agreed to a proposal from CDI to implement a community-wide RP training programme with a view to RP becoming the basis for community agreements about how to address safety issues on pilot sites. The first step was to bring key managers of services dealing with children and young people together to hear a presentation from the International Institute for Restorative Practices in the United Kingdom (IIRPUK[13]) about their work to make Hull a restorative city. This meeting established buy-in from the main agencies and agreement about the membership of a Management Committee for the RP Training Programme[14]. The Programme was also very timely in terms of the Garda decision at the same time to pilot restorative justice practices in two locations, one being Tallaght.

The RP Management Committee agreed Terms of Reference and a Business Plan for the Training Programme (see Appendix 19) and training began in July 2010. One of CDI's pat-time Community Engagement Co-ordinators was assigned to work on supporting the Management Committee and organising the training which was targeted at those working in a paid or voluntary capacity with young people and children; at parents and at young people themselves. Training was delivered by the IIRPUK on a monthly basis and was free to those working or living in Tallaght West. Part of the process included training people living and/or working in Tallaght to

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[13] See www.iirp.org/uk

[14] Members included representatives of CDI, South Dublin County Council, the Gardaí, primary and secondary schools, the HSE, Tallaght Restorative Justice Service, An Cosán (adult education and community development NGO), South Dublin County Childcare Committee, Tallaght Youth Service, and residents.

become RP trainers who would be in place to continue the delivery of training and support beyond the lifetime of CDI.

Feedback from those who have adopted the RP approach - including schools, youth clubs, community centres, Gardaí, parents, and local community activists - has been very positive in terms of its effectiveness in building relationships and managing conflict constructively. In terms of the CSI, an RP conference proved very helpful in sorting out problems between young people from one of the pilot sites and the staff of their local community centre, making their constructive engagement in activities at the community centre possible.

Learning:
- *It was not possible to get agreement on pilot sites about how a community safety contract would operate in practice;*
- *Residents concerns about conflict or retaliation if they were to become publicly active in relation to safety issues constituted a significant barrier to buy-in to the concept of a safety contract on pilot sites;*
- *The training available from the UK needed some adjustment for an Irish context – it would have been advisable to pilot the training with a small group of Management Committee members before making it generally available; and*
- *Young people respond very positively to the RP approach.*

4.8.4 Increasing Community Confidence in the Community Safety Strategy

One of the most significant lessons learned in the development and implementation of community safety strategies is the importance of increasing community confidence in the strategy and the potential benefits of the strategy. Once the strategy has been developed, based on considerable and transparent consultation with, and engagement of the local community, awareness raising and PR for the strategy is essential. The local community must be informed about what is happening at all times. All relevant stakeholders must be constantly informed and involved in implementing the strategy.

Achievements and successes in addressing anti-social behaviour and crime prevention need to be constantly highlighted and linked to the community safety strategy in order to increase community confidence in the strategy and its achievements. Local media and local community events can be extremely effective in keeping the community informed of progress and success in implementing the community safety strategy.

CHAPTER 5: EVALUATION

5.1   Purpose of the Evaluation

CDI was required by its funders to conduct a rigorous evaluation of the Community Safety Initiative and the overall Community Safety strategy. In any event, as outlined previously in this manual, good practice involves ongoing evaluation of what works or what does not work. Knowing why it works or why it does not work and which elements of the initiative in particular are most or least effective in enhancing the lives of those living and working in the community including children and young people is key to best practice. Producing sound evaluation reports of work to implement a CSI has the potential to guide thinking in relation to policy and legislation around community development, community safety, urban planning and regeneration. Doing so would also contribute to the growing amount of research on Community Safety Initiatives in Ireland. This is particularly significant given the propensity to draw on international research and literature which might not always be relevant to the Irish context.

To summarise, the CSI should be evaluated to:
- Determine its impact on specific child, parent, service provider and environmental outcomes; and
- Contribute to the evidence on best practice in terms of community safety initiatives in Ireland.

5.2   Evaluation Methodology

Evaluation of a CSI should both examine the *process* elements of the initiative, and explore perceived *outcomes* in terms of the safety and wellbeing of families and children in the area where the CSI is being implemented. The evaluation should examine key activities supported by the CSI, map (CSI related) developments within the community, and ascertain how community members, statutory and service agencies (i.e. the partnership model) are working together under the CSI.

Evaluation of the process elements of a CSI focuses on issues such as who is involved in the initiative, experiences of partnership working, power dynamics,

decision-making, responsibility for implementation of initiatives, and monitoring progress. Data in relation to the process of implementing a CSI can be gathered in a number of ways including structured observation of CSI meetings and events; interviews with participants; or focus groups with participating organisations or groups of participants. Minutes of meetings can also be analysed for evidence of decision-making processes and of both how and whether progress is being made.

Outcomes can be tracked using the same methods. In addition, surveys are a very useful way of establishing a baseline which shows what the CSI is intending to change which can subsequently be used to measure progress towards goals.

The specific aims, of any CSI will depend on the particular community in which it is to be implemented and consequently the evaluation research questions and methods will depend on the resources available to the CSI Steering Committee.

Table 11 outlines an example of how an evaluation of a CSI can be planned. The first step is to get a clear idea about the aims of the CSI and from there to agree how to evaluate both progress towards those aims and the outcome of the work overall.

Table 11: Evaluation Plan

PROCESS AIMS	RESEARCH QUESTIONS	METHODS	OUTCOMES
Develop an effective community led interagency partnership.	How are decisions made? How representative of the community are we? Are we following through on agreed actions?	Analysis of minutes of meetings. Structured observation of meetings. Interviews. Focus Groups. Surveys.	Effective partnership working.
Support and encourage all members of the community to work together in order to respond to anti-social behaviour and crime.	In what ways are we engaging with the community? How effective are we in facilitating members of the community to respond to anti-social behaviour and crime?		Increased community engagement and participation in responding to social behaviour and crime.
CSI AIMS	**RESEARCH QUESTIONS**	**METHODS**	**OUTCOMES**
Improve people's perceptions of safety in the home, school and wider community.	Are there year-on-year improvements in people's perceptions of safety in the home, school and wider community?	Surveys (1st to establish baseline). Interviews. Focus Groups. Analysis of urban development plans and activities.	Percent of children and adults who perceive improvements in the response times to reports of antisocial behaviour.
Improve parents' perceptions of the community as a safe and healthy place for their children.	Do parents perceive the community as a safe and healthy place for their children?		Percent of parents who perceive the community as a safe and healthy environment for their children (to play/ travel to and from school/ etc).
Improve neighbour relations.	Is there an increase in the number of families who report improvements in their relationship with neighbours?		Percent of families who report improvements in their relationship with neighbours.
Promote a safe and healthy environment for children.	Have there been any changes in the physical fabric of the area?		Changes in the physical fabric of the area.

5.3   Evaluation Timeframe

It is very clear from the literature review of best practice that when planning a CSI, it is very important to include a timeframe for the evaluation of the initiative that is realistic and manageable. Addressing endemic issues of anti-social behaviour and crime in local communities will take time and getting a clear picture from the start of how long it is going to take is crucial to ensuring buy-in and ongoing commitment from agencies, groups and residents. CDI's experience has been that a focussed piece of community-led interagency work in a small neighbourhood can reduce the incidence of anti-social behaviour and bring significant improvements to people's sense of security in their community within a three year period. A good evaluation plan will include establishing a baseline from which progress can be measured on a yearly basis. Getting yearly reports on what is working and what needs improving will give the participants a well-earned sense of achievement as progress is seen to be made. It will ensure that the CSI is going in the right direction. Finally, having ongoing evaluation of the initiative should show when the overall aims have been achieved and it is time to wind up.

LIST OF ACRONYMS

ASBO	Anti Social Behaviour Order
CSO	Central Statistics Office
CES	Centre for Effective Services
CDI	Childhood Development Initiative
CSC	Children's Services Committee
CCTV	Closed Circuit Television
CSI	Community Safety Initiative
CTC	Communities That Care
EAC	Expert Advisory Committee
HSE	Health Service Executive
JPC	Joint Policing Committee
JNS	Junior National School
NEPS	National Educational Psychological Service
NUIG	National University of Ireland Galway
PEIP	Prevention and Early Intervention Programme
RAPID	Revitalising Areas by Planning, Investment and Development
SNS	Senior National School
SDCC	South Dublin County Council
TW	Tallaght West
VEC	Vocational Education Committee

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Appendix 1: CDI Governance Structures

CDI BOARD

Membership:
- Mr. Joe Horan (Chair);
- Dr. Suzanne Guerin (School of Psychology, University College Dublin);
- Ms. Anne Genockey (Manager, Rainbow House, An Cosan);
- Mr. John McGarry (Chief Financial Office, State Street Corporation);
- Professor Tommy Cooke (DIT, Community Links Programme);
- Mr. Stephen Hunter (Community Representative);
- Ms. June Kelly (Community Representative);
- Ms. Sinead Kelly (Community Representative);
- Mr. John Lahiff (Formerly National Coordinator, Social, Personal and Health Education (SPHE) now retired);
- Mr. Kieran O'Dwyer (Formerly Director of Regines, Irish Prison Service);
- Ms. Alice O'Flynn (Assistant National Director for Social Inclusion, HSE).

Functions:
- Responsible for staffing, finance, programmes, learning and evaluation;
- The Board will have a reporting relationship with the Office of the Minister for Children and Youth Affairs, and the Atlantic Philanthropies);
- The Board will report on strategy; implementation; spending; attainment of targets and learning;
- Leadership of, and responsibility for, strategy implementation, governance and accountability.

Expert Advisory Committee

Membership:
- Dr. Suzanne Guerin (Chair) (CDI Board, Lecturer in Psychology, School of Psychology, University College Dublin);
- Dr. Saoirse Nic Gabhainn (Senior Lecturer in Health Promotion and Deputy Director of the Health Promotion Research Centre, National University of Ireland, Galway);
- Professor Mary Corcoran (Senior Lecturer in the Development of Sociology, National University of Ireland, Maynooth);
- Dr. Mark Dynarski (Vice President, Director, Centre for Improving Research Evidence, Mathematica Policy Research Inc.)
- Professor Marjorie Smith (Co- Director, Thomas Coram Research Unit, Institute of London)

In Attendance:
- Marian Quinn, CEO, CDI;
- Dr. Sinead McNally, Research and Policy Manager, CDI;
- Jane Forman, The Atlantic Philanthropies;
- Elizabeth Canavan, Principal Officer, Office for the Minister for Children and Youth Affairs.

Functions:
The Expert Advisory Committee advises and supports the development, implementation and review of the research/evaluation strand of activity within the project. In this context, it will have the following role:
- To provide advice and support in the commissioning and implementation of the evaluation strand of the programme;

- To support oversight of the research/evaluation programme;
- To review emerging results from the research / evaluation programme;
- To advise on changes to, or augmentation of, the research / evaluation programme if the need arises, and
- To provide observations on design and review of services.

In addition, it is anticipated that the Expert Advisory Committee (EAC) may have insights or observations relevant to the design and implementation of the other strands of the programme. In this respect the EAC will support adherence to agreed standards as services are implemented and in time, may provide observations and advice on other activities in light of emerging results. Reports of meetings of the EAC and any reports prepared by the EAC will be transmitted to the CDI Board for its consideration and action as it deems appropriate.

Implementation Support Group

Membership:
- Ms. Anna Lee (Dodder Valley Partnership);
- Ms. Orla Barrett (NEPS);
- Ms. Sharon Eustace (NEPS);
- Mr. Billy Coman (South Dublin County Council)
- Ms. Colette Mc Loughlin (HSE);
- Mr. Francis Chance (Barnardos);
- Sgt Brian Sheridan (An Garda Síochána);
- Sgt. Roan Lawlor (An Garda Síochána);
- Ms. Liz Waters (An Cosán);
- Ms. Orla Hanahoe (Cnoc Mhuire SNS);
- Ms. Fionnuala Wallce (St. Thomas JNS):
- Ms. Maria Donohoe (South Dublin Children's Services Committee);
- Ms. Rosa Fox (Co. Dublin VEC);
- Ms. Jean Courtney (South Dublin County Childcare Committee);
- Ms. Marian Quinn (CDI).

Functions:
- To promote the implementation and development of the CDI Strategy;
- To provide advice and support to the Board and team of CDI in the delivery of the CDI Strategy;
- To identify blocks to the implementation of the CDI Strategy within individual agencies locally and nationally and propose strategies to address them;
- To ensure a two-way flow of information between CDI and the member organisations in relation to service delivery;
- To create a shared vision of service delivery and the models and understanding which underpin these;
- To maintain an overview of the implementation of the CDI strategy;
- To co-operate and integrate its work with the Children's Services Committee and have learning from Tallaght West applied across South Dublin County;
- To actively support the work of CDI in promoting integrated service delivery.

Finance and Risk Sub-committee

Membership:
- Ms. Ciara Lynch (D'Arcy Lynch Partners);
- Mr. Mr. Eoin McManus (Solicitor);
- Mr. John Mc Garry (State Street Corporation);
- Ms. Michelle Butler (Strategy and Corporate Services Manager, CDI);
- Ms. Claire Barry (Finance Officer, CDI);

- Ms. Marian Quinn (CEO, CDI).

Functions:
This Committee deals with financial management and reports to the Board. In particular it will:
- Agree budget/budget revisions;
- Review periodic accounts;
- Review the annual audited accounts including CEO's Report, etc for presentation to the Board;
- Approve Internal Financial Procedures;
- Review summary finance reports from service providers;
- Discuss other financial and compliance matters in relation to the company;
- Meet with the External Auditor;
- Discuss the management letter from the External Auditor (following the Annual Audit) and agree the reply for presentation to the Board;
- Monitor progress related to risk management and other areas of corporate governance.

Human Resources Sub-committee

Membership:
- Mr. John Lahiff (Formerly National Coordinator, Social, Personal and Health Education (SPHE) now retired);
- Mr. Stephen Hunter (Community Representative);
- Ms. Marian Quinn (CEO, CDI).

Functions:
- To ensure the implementation of good employment practice by regular reviewing structures, procedures and practice with the CEO;
- To assist the CEO with decision making in relation to personnel issues as they arise and make recommendations to the Board;
- To ensure that decisions in relation to staff employment issues will be made within the parameters of the financial constraints of CDI;
- To regularly report to the Board

Communications Sub-committee

Membership:
- Ms. Marian Quinn (CEO, CDI);
- Dr. Sinead McNally (Research and Policy Manager, CDI);
- Ms. Alice O'Flynn (Assistant National Director for Social Inclusion, HSE);
- Ms. Claire MacEvilly (Principal Fellow, Knowledge and Communications, CES);
- Ms. Michelle Butler (Strategy and Corporate Services Manager, CDI);
- Mr. Ronan Cavanagh (Communications Coordinator, CDI).

Functions:
The primary role of the Communications Sub-committee will be to:
- Advise and guide CDI's contracted communications support;
- Oversee the implementation of a communications strategy;
- Review the action plan monthly;
- Advise on progressing the actions;
- Identify potential barriers and solutions;
- Identify and maximise PR opportunities;
- Encourage collaboration with the two other PEIP sites;
- The Communications Sub-committee will meet for two hours on a monthly baisis.

Community Safety Initiative Steering Committee

Membership:
- Mr. Billy Coman (South Dublin County Council);
- Ms. June Kelly , (CDI Board, Community Representative);
- Sergeant Brian Sheridan (An Garda Síochána);
- Mr. Emmanuel Anifowose (Community Representative);
- Ms. Aine O'Keeffe (Tallaght Youth Service; and
- Ms. Tarynn Posse Oliver (Community Representative).

In Attendance:
- Ms. Joyce Cahill, Ms. Claire Casey (Community Engagement Coordinators, CDI);
- Ms. Marian Quinn (CEO, CDI).

Functions:
The primary role of the CSI Steering Committee (a sub-committee of the CDI Board) is to advise and support the development and implementation of the Community Safety Initiative. Its role is to:
- Facilitate accountability of key stakeholders to the community;
- Each member will be held accountable for their commitment and participation in the group;
- Agree current needs as identified through the community safety survey and support the implementation of appropriate actions;
- Identify test sites in each of the four communities where community safety agreements will be implemented;
- Provide advice and support in the development and implementation of community safety agreements; and
- Advice on changes to the safety initiative as the need arises.

Healthy Schools Steering Committee

Membership:
- Robert O' Leary (Principal, Scoil Chroí Ró Naofa Senior);
- Martin Morris (Principal, Scoil Chroí Ró Naofa Junior);
- Orla Hanahoe (Principal, Scoil Cnoc Mhuire Senior);
- Chris Meehan (Principal, Scoil Cnoic Mhuire Junior);
- Barbre Ní Ghioll (Principal, Scoil Chaitlín Maude);
- Maria Finn (Social Inclusion Officer in Community, SDCC);
- Sheila Geoghegan (DPHN, HSE);
- A representative from the HSCL;
- Kevin Webster (Community Team Leader, HSE Social Work Department);
- Caroline Peppard (Health Promotion Officer, HSE); and
- Gráinne Smith (Quality Specialist, CDI).

Steering Committee Operating Principles:
- The HS Steering Committee will be chaired by a School Principal.
- A quorum requires a minimum of ¾ of the members to be present.
- The HS Coordinator will be in attendance at these meetings. The Steering Committee should hold part of the meeting without the HS Coordinator present.

Responsibilities:
The HS Steering Committee is the decision making body which oversees the development and delivery of the HS programme, and oversees the work of the Healthy Schools Coordinator. The Steering Committee will guide and drive the work of the Coordinator to

ensure that the objectives as outlined in the Healthy Schools Manual are achieved. This requires the following:

- Monthly meetings during the academic year;
- To take reports from the Healthy Schools Coordinator on progress to date, actions undertaken and issues identified;
- To approve plans for action;
- To ensure that appropriate supervision is in place;
- To approve budget allocations and ensure expenditure is according to the objectives of the programme;
- To build on the existing links which are established;
- To ensure that the Healthy Schools Coordinator is provided with appropriate work space to carry out their duties effectively; and
- To identify barriers to the effective delivery of the HS programme, and implement appropriate actions.

Safe and Healthy Place Steering Committee

Membership:
- Ms. Deirdre Quinn (Community Representative);
- Mr. James Parken (Barnardos);
- Garda Sinead Hennigan (An Garda Síochána);
- Ms. Mary Byrne (Community Representative);
- Mr. Tony Shaw (South Dublin County Council);
- Mr. Martin Ward (Oaklee Housing Association);
- Ms. Celine Dillon (Barnardos Mac Uilliam);
- Ms. Su Clarke (South Dublin County Council); and
- Ms. Fiona McDonnell (Tallaght Youth Service).

In Attendance:
- Ms. Claire Casey (Community Engagement Coordinator, CDI); and
- Ms. Marian Quinn (CEO, CDI).

Functions:

This Steering Committee drives the Safe and Healthy Place initiative, which is based on identified local need and the CDI strategy. The Steering Committee reports to the Children's Services Committee and the CSI Steering Committee.

The Safe & Healthy Place Steering Committee has the following objectives:
- To identify current needs in MacUilliam estate and coordinate appropriate responses;
- To establish and promote effective inter agency communication within the area, and an integrated, child friendly planning process;
- To review the planning process to date in MacUilliam and identify and apply key learning in order to enable an integrated, and holistic planning process;
- To consider best practice in other SDCC locations and more widely; and
- To develop and test guidelines based on key principles for child and family proofed planning.

Restorative Practice Management Committee:

Membership:
- Mr. Peter Keely (Restorative Justice Services);
- Ms. Eithne Coyne (St. Marks Community School);
- Sergeant Ronan Lawlor (Gardaí);
- Ms. June Kelly (Community Representative);
- Ms. Tarynn Posse Oliver (Community Representative);

- Ms. Aine O'Keeffe (Tallaght Youth Service);
- Ms. Liz Waters (An Cosán);
- Mr. John Laurence (Tallaght Probation Project);
- Ms. Jean Courtney (South Dublin County Childcare Committee); and
- Ms. Sarah O'Gorman (RAPID, SDCC).

Functions:

The overall aim of the Restorative Practice Management Committee is to support the introduction and delivery of a programme of training in restorative practices and its subsequent implementation across all statutory, voluntary, and community organisations and residents working with children and families in Tallaght West.

The role of the Committee is therefore:

- To advise on the planning and implementation of the training programme;
- To promote the potential benefits of the training programme within member agencies, organisations and the general public; and
- To work to maximise the potential benefits of this training programme and the application of the approach for agencies and residents of Tallaght West.

Appendix 2: Assessing Dimensions of Community Readiness Checklist

Dimensions of Community Readiness	Key Questions Relating to Each Dimension	Identify Your Community's Status With Regard to Each of These Components
Community Efforts	To what extent are there efforts, programmes, and policies already in place that address the issue of community safety?	
Community Knowledge of the Efforts	To what extent do community members know about local efforts on community safety and their effectiveness, and are the efforts accessible to all segments of the community?	
Leadership	To what extent are appointed leaders and influential community members supportive of the issue of community safety?	
Community Climate:	What is the prevailing attitude of the community toward community safety? - Is it one of helplessness or one of responsibility and empowerment?	
Community Knowledge About the Issue	To what extent do community members know about the causes of the problem, consequences, and how it impacts your community?	
Resources Related to the Issue	To what extent are local resources – people, time, money, space, etc. – available to support community safety efforts?	

(Adapted from Plested et al., 2006)

Appendix 3: Application of the Community Readiness Model to Community Safety
(Adapted from Plested et al., 2006)

Stages of Community Readiness	Description of the Stage	Goals and Strategies Appropriate for Each Stage
1. No Awareness	The issue of community safety is not generally recognised by the community or leaders as an issue.	**Goal: Raise awareness of the issue of community safety.** • Make one-to-one visits with community leaders/members. • Visit existing and established small groups to inform them of the issue. • Make phone calls to friends and potential supporters.
2. Denial/Resistance	At least some community members recognise that community safety is a concern but there is little recognition that community safety is a concern locally.	**Goal: Raise awareness that the issue of safety exists in this community.** • Continue one-to-one visits and encourage those you've talked with to assist. • Discuss descriptive local incidents related to the issue. • Approach and engage local educational/health outreach programmes to assist in the effort with flyers, posters, or brochures. • Begin to point out media articles that describe local critical incidents. • Present information to local community groups. • Prepare and submit articles for church bulletins, local newsletters, etc.* (*Note that media efforts at the lower stages will be lower intensity as well. For example, place media items in places where they are very likely to be seen, e.g., shops, post offices, church bulletins, local newsletters, flyers etc.)
3. Vague Awareness	Most feel that community safety is a local concern but there is no immediate motivation to do anything about it.	**Goal: Raise awareness that the community can do something.** • Get on the agendas and present information at local community events and to unrelated community groups. • Post flyers, posters, and billboards. • Begin to initiate your own awareness raising events and use those opportunities to present information on the issue. • Conduct informal local surveys and interviews with community people by phone or door-to-door. • Publish newspaper editorials and articles with general information and local implications.

Stages of Community Readiness	Description of the Stages	Goals and Strategies Appropriate for Each Stage
4. **Pre-Planning**	There is clear recognition that something must be done about community safety, and there may even be a group addressing it. However, efforts are not focussed or detailed.	**Goal: Raise awareness with concrete ideas on how to address the issue of community safety.** • Introduce information about the issue through presentations and media. • Visit and interest community leaders in the cause. • Review existing efforts in the community (programmes, activities, etc.) to determine who the target populations are and consider the degree of success of the efforts. • Conduct local focus groups to discuss issues and develop strategies. • Increase media exposure through radio and television announcements.
5. **Preparation**	Active community leaders begin planning in earnest. Community offers modest support of efforts being made to address community safety.	**Goal: Gather existing information with which to plan strategies.** • Conduct school surveys about safety concerns. • Conduct community surveys about safety concerns. • Sponsor a community event to kick off the effort. • Conduct public fora to develop strategies from the grassroots level. • Utilise key leaders and influential people to speak to groups and participate in local radio and television shows. • Plan how to evaluate the success of your efforts.
6. **Initiation**	Enough information is available to justify efforts to address community safety. Activities are underway.	**Goal: Provide community-specific information.** • Conduct in-service training on community readiness for professionals and other interested individuals. • Plan publicity efforts associated with start-up of activity or efforts. • Attend meetings to provide updates on progress of the effort. • Conduct consumer/service user interviews to identify service gaps, improve existing services and identify key places to post information. • Begin library or internet searches for additional resources and potential funding. • Begin some basic evaluation efforts.

Stages of Community Readiness	Description of the Stages	Goals and Strategies Appropriate for Each Stage
7. Stabilisation	Community safety activities are being supported by administrators or community decision-makers. Staff are trained and experienced.	**Goal: Stabilise efforts and programmes to address community safety.** • Plan community events to maintain support for the issue. • Conduct safety related training for community professionals and community members based on identified need. • Introduce programme evaluation via training and newspaper articles. • Conduct quarterly meetings to review progress and modify strategies. • Hold recognition events for local supporters or volunteers. • Submit newspaper articles detailing progress and future plans. • Begin networking among service providers and community systems.
8. Confirmation / Expansion	Community Safety efforts are in place. Community members feel comfortable using services and they support expansions. Local data is regularly obtained.	**Goal: Expand and enhance services.** • Formalise the networking with qualified service agreements. • Prepare a community risk assessment profile. • Publish a localised programme services directory. • Maintain a comprehensive database available to the public. • Initiate policy change through support of local service managers.. • Conduct media outreach on specific data trends related to the issue. • Utilise evaluation data to modify efforts.
9. High Level of Community Ownership	Detailed and sophisticated knowledge exists about prevalence, causes and consequences. Effective evaluation guides new directions. This model is being applied to other issues.	**Goal: Maintain momentum and continue growth.** • Maintain local business and community support and solicit financial support. • Diversify funding resources. • Continue more advanced training of professionals and other relevant parties. • Continue re-assessment of issue and progress made. • Utilise external evaluation and use feedback for programme modification. • Track outcome data for use with future grant requests. • Continue progress reports for the benefit of community leaders and local sponsorship. At this level the community has ownership of the efforts and will invest themselves in maintaining the efforts.

Appendix 4: Framework for Developing Terms of Reference for a CSI Steering Committee

(Adapted from Building Better Partnerships for Health. HSE, 2005, *n.d*).

Elements of the Terms of Reference	Questions to address in the Terms of Reference
Aims & objectives	• What is the purpose of the steering committee? • What added value will it achieve? – i.e. what will it achieve that the individual members/partners cannot achieve on their own? • How will success of the steering committee be measured?
Strategy & Activities	• How will the steering committee realise its goals?
Membership	• What is the basis for membership of the steering committee? • How and when will membership be reviewed?
Decision-making	• How will decisions be taken within the steering committee? • How will priorities be agreed?
Timeframe	• What is the timeframe for implementing the work? • What is the timeframe for meetings / sub-group meetings? • What is the timeframe for review and evaluation?
Required Competencies	• What competencies are required from individual members of the committee? • What competencies are there among members and the committee as a whole?
Policy & Strategic Framework	• What national, regional or local policies influence the work of the committee? • How is this policy/strategy being translated into the work of the committee? • How can the work of the committee, in turn, influence policy and strategy?
Management & Operation of the Partnership	• What are the main issues to address and how will we handle them? • What principles or ground rules should govern the steering committee? • How will members' roles and responsibilities be divided up or shared? • How and when will performance be reviewed?
Information & Communication	• What information needs to be shared and how will it be communicated? • What communication systems are necessary and in place? • What communication systems need to be further developed?
Accountability & Reporting	• To whom is the steering committee accountable? • How is this accountability monitored and by whom? • What mechanisms are in place for reporting? • What is the frequency for reporting?
Resources	• How will resources be identified and secured? • How will resources be allocated?
Conflict Avoidance / Dispute resolution	• How will conflict and disputes be handled? • Whose responsibility is it to manage conflict?
Deliverables / Outputs	• What are the deliverables / outputs expected from the steering committee? • What is the timeframe for delivering these outputs? • How will these be measured?
Costs & Budgets	• What budgets are available to the partnership? • What are the expected costs? • How will budgets be monitored and accounted for?
Tendering Procedures	• What procedures will the committee put in place if it needs to tender work to third parties? • How will these measures be monitored to ensure accountability and transparency?
Legal Implications	• What, if any, are the legal implications for this steering committee i.e. are there governance issues to consider? • How will the steering committee address these issues?
Partner Liabilities	• Does the steering committee need to consider any potential liabilities relating to the individual members or to the steering committee as a whole?
Conflicts of Interest	• Are there any conflicts of interest relating to any member of the steering group's involvement in the initiative? • If yes, how will this issue be dealt with?

Appendix 5: Identifying & Agreeing Steering Committee Roles and Responsibilities

List all the members here	Members' expectations regarding their involvement	Role & responsibility at the steering committee table	Role & responsibility in progressing the work outside of meetings	Reporting to?
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				

Appendix 6: Steering Committee Roles and Responsibilities

Adapted from National Youth Council of Ireland (2007) & Volunteer Development Agency (n.d*).*

Member	Specific Roles and Responsibilities
Chairperson	The chairperson's role is to benefit the entire group and to facilitate the group in reaching its goals, not to direct what those goals should be. They are in a position to have an overview, which means that they should be able to think more clearly about the arguments and issues. The responsibilities of a chairperson can be grouped under a number of headings: **Housekeeping:** The chairperson is responsible for: • Making sure that everyone knows the time and place of meeting; • Deciding on the agenda in conjunction with the secretary, with due consideration for issues that might be contentious • Checking that the meeting place is suitable • Ensuring that members of the group are provided with refreshments if necessary **Chairing/facilitating the meeting:** The chairperson should: • Open the meeting with some words of welcome, especially for any new members or visitors and ask people to introduce themselves if necessary; • Make sure that everyone has agendas and minutes of the last meeting; • Explain the agenda, noting which items are for discussion and which are for decision; • Ask if there are any additional items to be discussed; • Identify any items which do not fit the agenda and which should be included under A.O.B. (Any Other Business); • Keep order throughout the meeting; • Ensure that everyone gets their say with due regard for the contributions of all; • Ensure sure that speakers are not interrupted; • Ensure that decisions are agreed and understood; • Ensure that all topics on the agenda are covered within the time; • Organise action to follow decisions; • Close the meeting and thank members for their participation. **The Contract:** The chairperson's authority should come from the fact that the agenda is the 'contract' which exists between all members – that is what they have agreed to discuss at that meeting. Allowing people to defer or add items during the meeting prevents the chairperson and the meeting taking responsibility for getting through what has been agreed**.**
Member	Specific Roles and Responsibilities
Secretary	The role of the secretary is to be responsible for the administration of the steering committee and for dealing with most of the paperwork in this regard. The responsibilities of the Secretary of a steering committee include the following: **During meetings:** • Keeping a record of the members present; • Reading out any apologies from those absent; • Reading out the minutes from the last meeting; • Reading out any correspondence received; • Keeping a written record of the main points of the meeting i.e. the minutes (See Appendix 8 on Minutes) **Outside meetings:** • Keeping an up-to-date list of names, addresses and telephone numbers of steering committee members; • Drawing up the agenda together with the chairperson (see Appendix 7 for a sample agenda); • Giving members notice of the meeting in writing, at least 10 days beforehand, saying when and where the meeting will be and enclosing a copy of the draft agenda (this means that at the meeting others can add topics to discuss before the group agree on the final agenda);

Member	Specific Roles and Responsibilities
	- Notifying the members of the next meeting; - Circulating the minutes and any other relevant documents; - Dealing with all correspondence; - Filing all committee correspondence received and copies of replies sent, in their date order; - Filing reports received and made; - Keeping a record of the steering group's publications (e.g. leaflets or newsletters) and reporting on the activities of the steering committee and future programmes to the press (unless there is a PRO); - Keeping a diary of future activities of the steering committee and a record of previous activities; - Preparing a report of the steering group's activities for the year, for the Annual General Meeting (AGM).
Treasurer	The role of the Treasurer is to work closely with the steering committee to safeguard the organisation's finances, with a watchdog role over all aspects of financial management The treasurer is responsible for: - Keeping the accounts (income and expenditure); - Making sure receipts are obtained for all monies spent; - Making sure that two signatories (treasurer and one other as agreed) are on every cheque and the accounts; - Paying the bills when they are passed by the steering committee; - Presenting the accounts to the group; - Making sure the steering committee has the right financial policies and procedures in place. Good management of finances is vital for the smooth running of the steering committee. However, it is important to remember that while the Treasurer has a specific role within the committee in relation to money matters, the overall responsibility for financial management lies with the whole steering committee. Therefore, a key part of the Treasurer's role involves reporting to the steering committee on finances and it is important that everyone around the table understands the financial information given. The treasurer's tasks may also be divided. It is not good practice for all tasks associated with the finance function to be performed by one person without supervision from others. For this reason it is good practice to set up a finance sub- group to manage and monitor finances. This sub group could consist of the treasurer and 2 other members of the steering committee. It is important to remember that even if the treasurer and sub-group carry out much of the financial management work, the final responsibility always rests with the steering committee as a whole.

Member	Specific Roles and Responsibilities
Public Relations Officer (PRO)	The role of the Public Relations Officer is to organise publicity and public relations for the steering committee events. Specifically their responsibilities include: • Writing press releases for the media (newspaper, radio, TV, newsletters etc); • Arranging photographs for publicity; • Keeping a record of publicity (media file); • Informing and meeting guest speakers at events; • After an activity advising the steering committee to thank those who have helped; • Presenting the PRO's report to the steering committee.
Individual Steering committee Members	Steering committee members have ultimate responsibility for directing the activity of the CSI, ensuring it is well run and delivering the outcomes for which it has been set up. Specifically they must; • Commit to preparing for and attending meetings; • Have a good understanding of the steering committee, what it does and how it does its work; • Not be afraid to ask questions; • Give their opinions; • Listen to others; • Agree to follow agreed committee procedures; • Supports fellow committee members; • Acts as an advocate for the steering committee; • Act on decisions taken.

Appendix 7: Running Effective Steering Committee Meetings

Running effective meetings - So how does it work? All meetings have a beginning, middle and an end.	
At the beginning of a meeting;	• The chairperson declares the meeting open, asks if there are any changes to be made to the agenda and has it adopted (accepted) by the group. • The secretary then reads the minutes. • If the group agrees, then they are also adopted (someone proposes and another seconds) by the group and signed by the chairperson who then asks if there are any issues arising – this allows for a short discussion on issues that were left unfinished at the last meeting. • The secretary then reads out any correspondence and moves onto the Treasurers and PRO's reports (if there are any).
In the middle;	• The meeting moves on to the items on the agenda. • The items are generally prioritised in order of importance; • These items are then discussed in turn and in keeping with the time permitted for each item discussion. • Key decisions are recorded in the minutes by the Secretary as each item is discussed.
At the end of the meeting;	• When the main issues on the agenda have been discussed, the last heading will always be Any Other Business (AOB). • This allows members to bring up any issue they wish, which was not on the agenda. • Towards the end of the meeting, the Chairperson asks the Secretary to read back the key decisions taken at the meeting and takes any points of clarification/correction to the minutes; • Finally, the Chairperson suggests a date, time and place for the next meeting.

Appendix 8: A Sample Agenda

The agenda for the steering committee meeting will be different to other groups as each group will have a format that suits their particular group. However, in general the agenda could look something like this:

(Adapted from National Youth Council of Ireland, 2007).

Meeting of the Community Safety Steering committee	
Date:	Time & Place :
1. Adoption of agenda	
2. Minutes of last meeting	
3. Matters arising from minutes	
4. Correspondence	
5. Treasurers report	
6. PRO's report	
7. Main topics for discussion (i) (ii) (iii)	
8. Any other business (AOB)	
9. Date & venue for next meeting	

Appendix 9: Guidelines for Keeping Minutes of Steering Committee Meetings

Minutes

The secretary of the group will keep the minutes which are agreed by the group at each meeting and signed by the chairperson. The following are some guidelines which may help when you are starting to write minutes:

- The secretary should have a 'Minutes' book in which the official minutes are written;
- Standard minutes start with a list of those present and apologies received;
- Using the agenda as a structure for the minutes, just make a note of what was
- discussed in plain English under each section and what action was agreed;
- The important thing is to listen carefully to the discussion. Watch out for the main points/issues being raised and write down accurately the final decisions;
- Towards the end of the meeting, the Secretary should re-cap on the key decisions made during the meeting and clarify any misinformation accordingly;
- Minutes normally end with a statement of time and place for the next meeting.

Appendix 10: Guidelines for Facilitating Meaningful Community Consultation
(Adapted from Carson and Gelber, 2001)

Guidelines for effective community consultation	Key elements	How can we ensure that our community consultation process adheres to these guidelines?
1. Make it timely	Consultation is not so late that it is tokenistic, or merely to confirm decisions already made. Timing occurs when the community has the best chance of influencing outcomes. Give people enough time to learn and to express their views.	
2. Make it inclusive	Participants selected in a way that is not open to manipulation. I Include a broad cross-section of the population — individuals and groups. Include all relevant groups. Random selection of individuals.	
3. Make it community-focussed	Ask participants not what they want personally but what they consider appropriate for the community.	
4. Make it interactive and deliberative	Avoid asking for simplistic either/or responses. Allow consideration of the big picture.	
5. Make it effective	Be clear on how the decisions will be made. All participants have time to become well-informed about and to understand unfamiliar material	
6. Make it matter	Is there is a strong likelihood that any recommendations which emerge from the consultative process will be adopted? If not, is a clear a public explanation provided?	
7. Make it well-facilitated	Independent, skilled and flexible facilitators with no vested interest are facilitating the process.	
8. Make it open, fair and subject to evaluation	Consultation methods are appropriate to the target group. Measures of 'success' of the consultation include factors beyond the adoption of recommendations and feedback to the community	
9. Make it cost effective	The process selected is adequately resourced.	
10. Make it flexible	The methods are appropriate to the level of consultation required. The methods are appropriate to the chosen target group. The methods are both qualitative and quantitative.	

Appendix 11: Critique of Community Consultation Methods

(West Berkshire Council Consultation Toolkit, 2005)

Technique	Strengths	Weaknesses	When to use it
Focus Group	Specific interest groups can be targeted. People can feel more confident in groups. Discussion can stimulate thinking and spark ideas within the group	May need an experienced moderator. Analysis is time consuming and complex. Dominant participants might shout other more inhibited members of the group down.	When you need to understand reasons for attitude, behaviour and generate new ideas. Before a survey to identify issues to quantify. After a survey to investigate results in greater depth. Test opinions of interest groups
Individual Interviews	In-depth and detailed, personal information. Can obtain a wider range of responses. Good for consulting excluded groups. Can identify new issues that may not have thought of.	Expensive. Time consuming – especially the data analysis.	To get a feel for issues. To gain 'expert' views. Before a survey to identify issues to quantify. After a survey to investigate results in greater depth
Paired Interviews	As per individual interviews. Good for less confident people – e.g. younger people. Offers people a degree of privacy to express views.	As per individual interviews.	As per individual interviews.
Service User Group	Regular dialogue. Builds positive relationships with users.	Can become dominated by particular issues and groups. May not be typical of the views of users. Can become 'institutionalised' to see the service from provider's point of view.	To get regular feedback. To engage users in service development. To find out what people want/ need, test options for change and views on conflicting priorities; and support bids for resources.
Citizens' Workshop	More fruitful in getting feedback than public meetings or written comments. Can identify issues that may not have been thought of. Mixing groups helps each to better understand the others' point of view.	Success depends on whether participants can be considered representative, the terms of reference for discussion and abilities of facilitator to control the session. Analysing the discussion is time consuming.	Usually to explore issues on a one-off basis.
Public Meeting	Opportunity for people to comment on matters that directly or indirectly affect them. Can demonstrate public consultation/ build up good relationship	People may find it difficult to contribute through a lack of knowledge; greater interest in local, topical or personal concerns. Can be very complex and unpredictable. Can be intimidating and be hijacked by interest groups or vocal individuals.	Its most useful purpose may be simply to provide information rather than any more meaningful consultation per se.

Technique	Strengths	Weaknesses	When to use it
Postal	Easy to administer and analyse. Can contact large number of people in a short period of time. Have software and expertise in-house	Can only gather a small amount of information. Low response rates. Limited length and complexity of questions. Easy to misinterpret questions. Cannot control who answers the questions.	Relatively cheap – although consider hidden costs such as printing, enveloping, postage, data inputting.
Electronic	Large number of people can be contacted at low cost. Relatively east to conduct in-house. Easy to survey people over a wide area. Response rates are quicker and cut out postal and inputting costs.	Not everyone has access to the internet. People can find on-line forms daunting. Little control over who fills in the questionnaire. Need to publicise the survey more and maintain clear web links.	Relatively cheap. Some 'off the shelf' packages already available in-house – i.e. SNAP.
Telephone	Relatively quick and easy to conduct in-house. More complex issues can be tackled. Easy to survey people over a wide area. Easy to reschedule interviews to more convenient times.	Biased sampling. Have high refusal rates and cold calling can often annoy the people.	Moderately expensive. If carried out in-house, think about the number of staff hours as well as the cost of telephone calls and data processing and analysis.
Face-to-Face	Longer and more flexible questionnaires. More complex routing of questions. Questions can be more probing and complex. More sensitive or difficult subjects can be explored. Can ensure you interview the right person. Can use visual aids. Better data quality.	Expensive. Time consuming, labour intensive and require trained interviewers.	The most expensive. Trained interviewers are usually paid for each interview they complete – plus travel expenses. Very labour intensive and involves lengthy timescales for completing and analysing the interviews.

Appendix 12: Template for Documenting Engagement by Young People at Risk

Name Age	Involved in Group	Garda ASB Visit	SDCC Tenant	School	Family/Social Workers Supports?	Additional Remarks & Actions Agreed

Appendix 13 (i): What do Young People Need to Know About Working With Adults?

1. Most adults have good intentions. Remember they may not be used to working in partnership with young people.

2. Criticism doesn't necessarily mean condescension or that an adult doesn't value or respect your contribution. It may mean the adult is treating you the same way he/she would an adult colleague.

3. Adults may not be aware of the capabilities of young people. They can be told that young people are mature, but showing them is the best way to make the case.

4. Adults often feel responsible for the success or failure of the project. This makes it hard for them to share power. They may need reassurance that you are willing to share in both the successes and the failures.

5. Adults are just as uncertain as young people. They have just learned to disguise it better.

6. Sometimes adults use expressions, whether consciously or not, which annoy young people and are red flags that they aren't treating young people as partners. These phrases and expressions can erode a relationship. Be prepared to call adults on their language.

7. Don't be afraid to ask for clarification. Adults sometimes use words, phrases, and acronyms that you might not understand. Adults new to the service may also not understand them. The language of the community and voluntary sector is riddled with terms that can bewilder any newcomer.

8. Don't be afraid to say "No". Adults will understand that you have other important commitments, like your education, family, friends, hobbies, and sports.

Appendix 13 (ii): What do Adults Need to Know About Working With Young People?

1. Be open and non-judgmental about young people's insights and suggestions. Let them know that their involvement is important.

2. Take advantage of the expertise that young people offer. They know about and share the needs of their community. Affirm this input.

3. Make sure that young people participate in meaningful ways. Young people should be involved in making decisions from the beginning of the project. Actively ask for young people's opinions.

4. Be honest about expectations for the project, what you want the young people to contribute and how you hope to benefit from their participation. Don't expect more of young people than you do of adults. Keep expectations realistic; hold young people to your expectations. Do not patronise young people by lowering expectations.

5. Integrate young people into group and coalition efforts. Schedule meetings when they can attend and in accessible locations. Keep young people informed about plans and meeting times.

6. Treat young people as individuals. Don't assume that one young person represents the views of all young people. Assure the young people that you are interested in their individual opinions and that you don't expect one young person to speak for an entire population.

7. Be prepared to offer support. Think about the kinds of support (financial, logistical, training, emotional, etc.) required to involve young people, and about who will provide this support. Celebrate participation and acknowledge individual effort. All young people have different strengths and skills, so try to ensure that project work is developed in a way which allows all young people the opportunity to participate fully, in an ethos of equality.

9. Some young people feel intimidated by adults and are not used to participating in discussions with adults. Others may feel they have nothing to contribute. It requires time and commitment to get the input of these young people. Be aware of this factor and work to overcome it.

10. Don't make assumptions about what young people are like.

11. Don't move too fast. It takes time to develop trust and rapport with young people. Take time to develop a good relationship with young people *before* expecting too much. Remember that this work is often new to young people. Take the time to explain what is happening and why.

12. Remember there are times when young people need to say "No". They have competing interests and responsibilities in their lives. Their education, relationships and communities are important.

13. Having fun is important. They need time and energy for these interests and responsibilities.

Appendix 14: Checklist for Carrying Out a Community Safety Audit

(Adapted from: European Forum for Urban Safety, 2007).

Key areas	Audit questions	How will we answer these questions in our community safety audit?
Setting The Context	- How large is the population and how is it changing with natural growth and migration? - What is the demographic structure (age, gender, ethno-cultural diversity)? - What are the main economic activities and what is the level of unemployment? - How does the socio-economic profile of the population vary across the community? - How does the population structure compare with other communities?	
Crime and Anti Social Behaviour	- How much crime is occurring? - How much anti social behaviour (ASB) is occurring? - What are the most common offences? - Who is most affected by crime - Who is most affected by ASB? - In which neighbourhoods areas are crime rates highest? - In which neighbourhoods are ASB rates highest?	
Offenders	- What is the profile of known offenders (age, gender, socio-economic status and ethnicity)? - How does this vary with type of offence? - How many are 'persistent' and in which neighbourhoods are they concentrated? - What is known of their life experiences, health and education?	
Risk Factors	How many children are growing up in care with parents or siblings who are in conflict with the law or violent? What is the scale of the following problems: - truancy, exclusions and school failure? - poverty and deprivation? - homelessness and unemployment? - ill health, substance misuse et,? - poor housing and environment? Which areas of the community have the highest scores on the above indicators?	
Protective Factors:	- What are the opportunities for pro-social involvement such as paid work, volunteering, sport and recreation in community and school? - What are the potential rewards for pro-social involvement in community and school?	
Current Responses	- What is currently being done to address crime? - What structures currently exist that provide opportunities for advocacy e.g. Community Policing Forum? - Is it enough to make a difference? - Is there a need for more to be done?	

Appendix 15: Safety Audit Report Template

(Adapted from: Local Crime Prevention Toolkit developed by CSIR, South Africa: Cited in European Forum for Urban Safety (2007).

Introduction	- Vision and objectives - Community Safety Steering Committee - Research focus - Research methods and team - Arrangements for consultation on this report, including - key questions
Summary of key findings	- Main problems and concerns - Preventive activity, including services and projects - Available resources, strengths and capacities
Description of the Area/Community	- Socio-economic population profile - Physical and economic environment - Future development: significant trends
Community safety profile	Results from data gathering and analysis covering: - nature, scale, trends and distribution of problems - risk/causal factors - impacts, including social consequences, fear and finance - victim/target and offender profiles
Current responses	- Governance frameworks: relevant institutions and legislation - Policies and services addressing risk factors - Crime prevention projects - What is and isn't working well - Lessons learned and opportunities for development
Recommendations	- Emerging priorities based on the evidence gathered - Key partners for future action - Resources and capacities
Future action	- Next steps: action planning - Timeframes - Leadership – who is responsible for what?

## Appendix 16: Local Safety Survey in Brookfield, Tallaght West

In August 2011, the Brookfield CSI Pilot Site Group decided to do an update on the Community Safety Survey that had been conducted in the area in 2009 in order to establish what the current safety priorities for residents were and to identify any changes in those concerns that may have happened since 2009. The survey was conducted by local volunteers in September 2011.

There are 58 housing units in Brookview Court, two of which were unoccupied at the time that the survey was conducted. 47 of the 56 occupied households responded to the survey, which is an 84% response rate. There were 85 children living in the Court, with the following age profile:

Age 0-5   = 22 (26%)
Age 6-9   = 25 (29%)
Age 10-14   = 28 (33%)
Age 15-18   = 10 (12%)
No children 18 or over at present

Thus, 88% of children were aged 14 years or younger, with the largest cohort of these in the age range from 10 – 14 years.

The same questions about safety that had been asked in 2009 were used in September 2011 and the following are the issues identified:
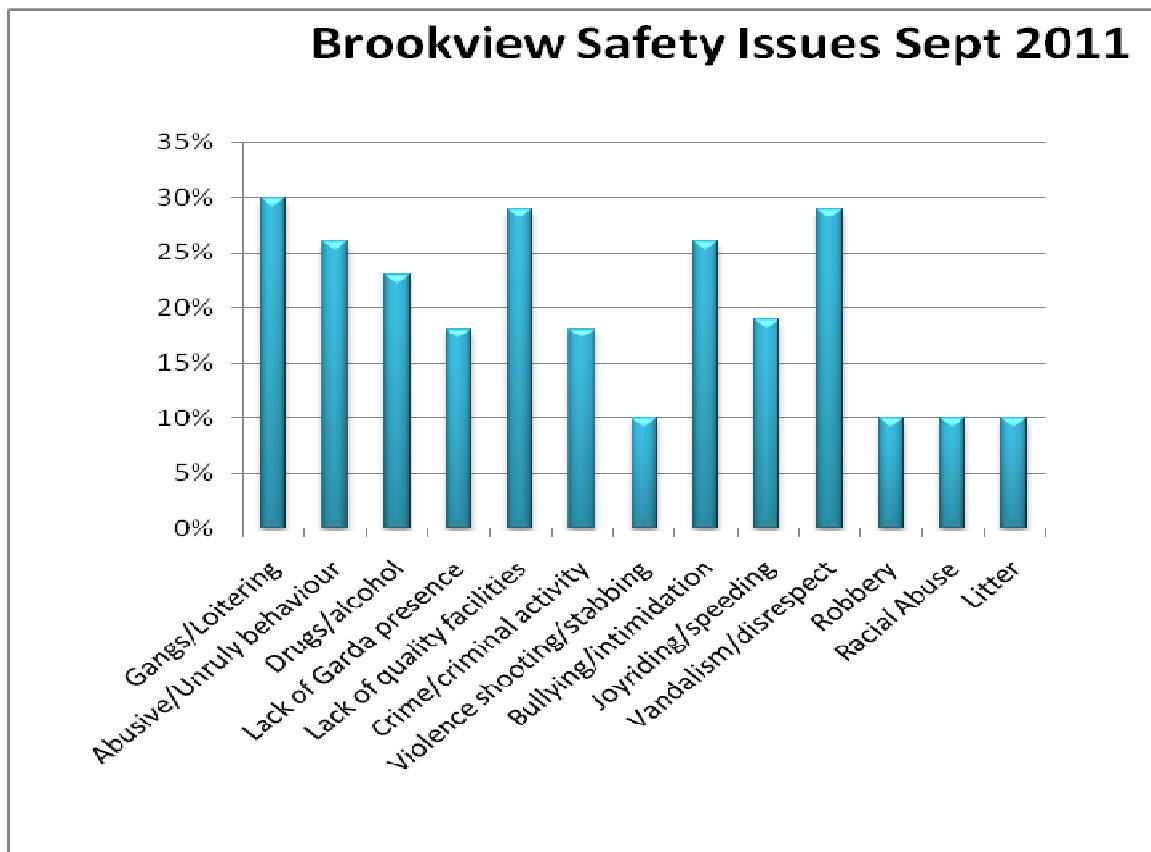
When compared to the results from Brookview Court obtained from the original survey of 2009 the following are noticeable changes:

Brookview Court Safety Issues
% Change 2009/2011
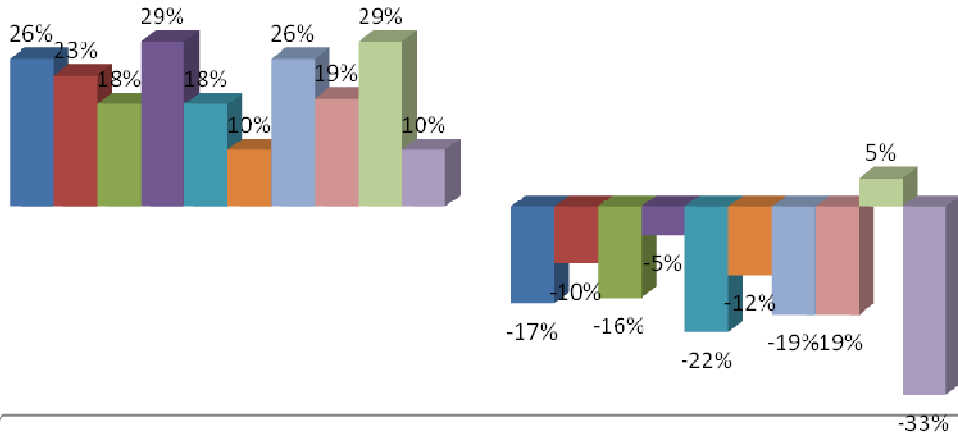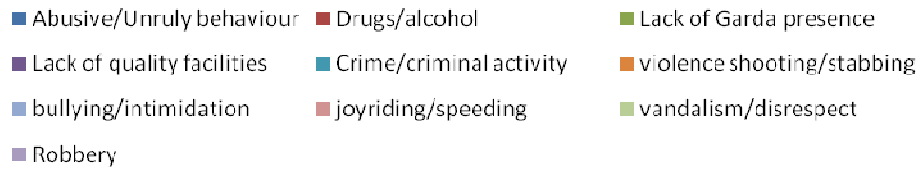
As can be seen, with the expcetion of "Vandalism/disrespct," there were improvements in resedent's perceptions or expereince of every other safety issue identified in 2009. It is important to note as well that when residents in 2011 were asked to name "Other" safety issues not already identified, they came up with 3 new areas of concern:

- 10% of residents now felt that Racial Abuse was a problem in the area;
- 10% were concerned about Litter; and
- A significant 30% of those surveyed identified "Gangs/Loitering" as a priority safety issue.

Appendix 17: Examples of Community Safety Strategies in the Literature

Agency/Organisation	Find the Community Safety Strategy at:
Strabane Community Safety Partnership. Community Safety Strategy 2005-2008	http://www.communitysafetyni.gov.uk/documents/csu_strabane_document.pdf
RAPID Ballyfermot 5-Year Community Safety Strategy Action Plan	http://www.ballyfermot.ie/images/stories/BFITC/cssa_strategic_template2.pdf
The Royal Borough of Kensington and Chelsea Community Safety Strategy 2005 to 2008	http://www.rbkc.gov.uk/YourCouncil/CommunitySafety/communitysafetystrategy20052008.pdf
Bridgnorth District Council Community Safety Strategy 2005-2008	http://www.shrop.net/communitysafety/assets/documents/safety-strategy/
Borough of Macclesfield Community Safety Action Plan (Summary) 2008/09	http://www.macclesfield.gov.uk/pdfs/Community%20Safety%20Plan%20Summary%20%202008-09.pdf
Adelaide City Council *Community Safety Strategy 2003 - 2007*	http://www.adelaidecitycouncil.com/adccwr/publications/policies_strategies/community_safety_strategy_2003-2007.pdf
Nottinghamshire County Council. Community Safety Strategy 2003-2005	http://www.nottinghamshire.gov.uk/home/your_council/community_safety_strategy.pdf
London borough of Lambeth Community Safety Strategy 2005-8	http://www.lambeth.gov.uk/NR/rdonlyres/C90056E2-9F7A-474E-BB33-4CD4647F6CF2/0/LambethCommunitySafetyStrategy0508.pdf
Lancaster District Community Safety Partnership Strategy 2005-2008	http://www.saferlancashire.co.uk/local_areas/lancaster/safety/strategy_2005_08.pdf

Appendix 18: Sample Format for producing a Community Safety Strategy

(Adapted from The Royal Borough of Kensington and Chelsea Community Safety Strategy 2005 to 2008).

INTRODUCTION:
- Purpose of the Community Safety Strategy
- Partnership / Steering Committee Structures and Membership
- Links with other relevant structures and agencies
- Overview of the Community Safety Strategy Format
- Relevant contact details for key agencies and organisations with a remit for community safety locally

SECTION 1: COMMUNITY SAFETY AUDIT FINDINGS
- Main issues identified in the audit i.e.
  - Summary description of the community
    - Socio-economic population profile
    - Physical and economic environment
    - Future development: significant trends
    - Community safety profile
  - Summary of results from data gathering and analysis covering:
    - nature, scale, trends and distribution of problems
    - risk/causal factors
    - impacts, including social consequences, fear and finance
    - victim/target and offender profiles
  - Summary of key findings
    - Main problems and concerns
    - Preventive activity, including services and projects
    - Available resources, strengths and capacities
  - Summary of current responses
    - Governance frameworks: relevant institutions and legislation
    - Policies and services addressing risk factors
    - Crime prevention projects
    - What is and isn't working well
    - Lessons learned and opportunities for development

SECTION 2: VISION, AIMS AND OBJECTIVES
- Vision for the community safety initiative
- Overall aims of the community safety strategy
- Objectives for the strategy in response to the priority issues the require attention

SECTION 3: TARGETS
- National targets to reduce crime and address community safety (if relevant)
- Local targets to reduce crime and address community safety

SECTION 4: ANNUAL ACTION PLAN (for each year of the community safety strategy)
This section can be tabulated e.g. if the strategy is a 3-year strategy – see format to follow.

SECTION 5: IMPLEMENTATION MEASURES
- Identify how the community safety strategy will be implemented

SECTION 6: MONITORING AND EVALUATION MEASURES
- Identify how the community safety strategy will be monitored and evaluated

SECTION 7: CHALLENGES AND WAYS TO ADDRESS THE CHALLENGES
- Identify the key challenges envisioned in implementing the community safety strategy
- Identify ways to overcome these challenges throughout the lifetime of the strategy

SECTION 9: APPENDICES

SECTION 4: ANNUAL ACTION PLAN FORMAT

Year	Targets	Actions	Lead Agency	Proposed timeframe	Resources required	Performance Indicators

Appendix 19: Restorative Practices Committee Terms of Reference & Business Plan

Terms of Reference

Overall Aim:
To support the introduction and delivery of a programme of training and its subsequent implementation in restorative practices and its implementation across all statutory, voluntary, and community organisations and residents working with children and families in Tallaght West.

Defining Restorative Practice:
The aim of restorative practices (RP) is to develop capacity in the community to manage conflict and tensions by repairing harm and building relationships. The RP approach provides a framework which can support a wide range of organisations and sectors. It complements and supports other approaches, such as coaching, mediation, and restorative justice. The RP approach is about early intervention and prevention work that strengthens relationships and provides people with skills for the constructive resolution of conflict.

Role of Management Committee:
- To advise on the planning and implementation of the training programme;
- To promote the potential benefits of the training programme within member agencies, organisations and the general public; and
- To work to maximise the potential benefits of this training programme and the application of the approach for agencies and residents of Tallaght West.

Schedule of Meetings:
It is envisaged that during the set-up phase, the Management Committee will meet every 4-6 weeks as necessary to ensure the efficient roll-out of the training programme. Frequency of meetings thereafter will be agreed by the Committee.

Membership:
The RPMC will be chaired by CDI and will include representation from the following:

Residents.	Probation and Welfare Service.	South Dublin Childcare Committee.
Gardai.	Business Community.	Dodder Valley Partnership / RAPID.
HSE.	Restorative Justice Project.	Primary Schools.
Youth Service.	South Dublin County Council.	Secondary Schools.
	An Cosan.	

Evaluation:
The Restorative Practice training and implementation will be independently evaluated by NUI Galway as part of CDI's process evaluation.

Timeframe:
The management committee will ensure its' work and role are reviewed at six monthly interviews, in line with the following phases:
- Planning and piloting of training (June - October 2010);
- Training roll out and establishment of support mechanisms (November 2010 - May 2011);
- Review, consolidation (May - October 2011);
- Training roll out and establishment of support mechanisms.

Business Plan

Tallaght West: A Restorative Community

Summary:
The Childhood Development Initiative, in conjunction with a range of stakeholders, from the community, voluntary and statutory sectors, is driving the delivery of training in restorative practice, so offering a framework which focuses on identifying solutions, being explicit about practice and challenging and supporting one another to take responsibility.

Background:
The Childhood Development Initiative (CDI) is an innovative, community based response to a comprehensive consultation process undertaken in Tallaght West. Working with a wide range of locally established service providers CDI is delivering services to children and families which meet identified needs. Each of these is being rigorously evaluated, and considerable attention is being given to quality assurance, promotion of reflective practice, and professional training and support.

Objectives:
Research from Hull has demonstrated a wide range of benefits arising from the integration of restorative practice across disciplines and sectors. These have included:-

- Improved school attendance (primary and secondary);
- Improved school attainment (primary and secondary);
- Improved behaviour and attitudes among students (primary and secondary);
- Reduction in the number of young people categorised as NEET (Not in Education, Employment or Training);
- Improved attendance and morale among teachers and school staff (primary and secondary); Services:
- Increased stability in foster care placements and residential care;
- Increased resolution of community disputes and reduction in disorder at community level; and
- Improved attendance and morale among staff and personnel of services dealing with children and young people.

Training Targets:
CDI has identified the following targets to be achieved by the end of 2011:

- That 800 people living and working in Tallaght West will have participated in awareness raising training;
- That 150 of the above will have completed facilitation skills training;
- That these participants will be drawn from residents, NGO's, local service providers and statutory agencies;
- That at least one training day will be held for managers, in order to ensure an organisational awareness of the commitment to the approach, and support its' integration;
- That a group of 20 practitioners will be trained as trainers, and accredited by the IIRP;
- That restorative practice training is delivered to 200 young people, in targeted locations/ settings, in order that they can become drivers of the approach with their peers;
- To support the development of trainer capacity in both Tallaght West and more widely;

- To support and promote participation in a learning environment which enables reflection and sharing of the learning from the implementation of the restorative practice approach.

Outcomes:
The anticipated outcomes of this work are:
- Improved interagency collaboration;
- Improved relationships between service providers and residents;
- Increase in use of a common language across sectors;
- Increased satisfactory resolution of neighbourhood disputes on out Community Safety Initiative (CSI) Pilot Sites;
- Reduction in anti-social behaviour and crime on our CSI Pilot Sites;
- Improved pupil attendance within participating schools;
- Reduced disciplinary issues within participating schools; and
- Improved staff morale within participating schools.

Action Plan and Timeline:

Action	Timeline for completion	Lead Responsibility	Performance Indicators
Baseline Study	November 2011	CDI	Baseline established
Training Delivery	December 2012	Management Group	Training Targets above
Develop Mentoring & Learning Network	December 2011	Management Group	Network Established

Overall Performance Indicators:
Performance indicators for measuring the effectiveness of implementing a Restorative Practices approach in Tallaght West include:

Indicator	Data Source/s
School Attendance	Schools/NEWB/HS Evaluation Team
School Discipline Incidents	Schools
Anti-Social Behaviour Incidents (Pilot Sites)	Gardaí/SDCC (Quality of Life Mapping Project)
Crime Reports (Pilot Sites)	Gardaí
Complaints Received: Gardaí SDCC HSE	Gardaí/Garda Ombudsman Office SDCC HSE
Staff Sick Leave: Schools Gardaí SDCC HSE	Schools Gardaí SDCC HSE
Increased "Sense of Community" on Pilot Sites to be evidenced by changes in results for final section of CSI Survey 2008	Baseline from CSI Survey (Consultation Report Pages 38-39)
Increased Sense of Safety in Community	Baseline from Community Survey questions A9 -A13