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Safer Communities Programme

*Principle 4:
Better Outcomes for Communities,
Engaged & Confident Communities*



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scotland**
SCOTTISH GOVERNMENT

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Section 1 Introduction

This Engaged & Confident Communities (ECC) module will be published as part of Principle 4: Better Outcomes for Communities within the Scottish Government's **Safer Communities Programme**¹. The programme has been developed to support:

- Multi-agency strategy level groups dealing with issues relating to community safety, e.g. a Community Safety Partnership or a Community Planning Thematic Group
- Staff from partner organisations who play a key role in providing support to the partnership and delivering partnership activity

Community engagement has emerged as a key priority for public sector service provision in recent years. Increasing financial constraints on local authorities and partner organisations has resulted in the need for more focused and efficient spending to tackle issues and the recognition that communities are best placed to resolve local issues.

There is a clear commitment from the Scottish Government and the public and voluntary sectors to develop understanding and improve practice around engaging with communities on the issues which affect them. These principles are highlighted in a number of documents, e.g. The Scottish Community Empowerment Action Plan² and Best Value 2 Toolkit: Community Engagement (Audit Scotland)³.

The principle of community engagement is also embedded within the Community Planning process. The guidance in the Local Government Scotland Act 2003⁴ states: "Community Planning is essentially a process to secure greater engagement from communities in the planning and delivery of services". In order for Community Planning, Single Outcome Agreements (SOA) and other participatory policies to be delivered effectively, attention to quality of engagement is essential.

For the Community Safety sector, the Antisocial Behaviour Framework 'Promoting Positive Outcomes'⁵ (published March 2009) underlined a desire for guidance on community engagement for practitioners. The framework recognised the need to involve communities directly in developing local solutions to crime prevention and antisocial behaviour (ASB) through continuous involvement in the identification of local problems and the opportunity to participate in and influence local decision-making on service delivery.

In addition, Promoting Positive Outcomes also recognised the importance of feedback through consistent and informative communications to reassure communities that their participation is welcome, their concerns are taken seriously and that something meaningful was being done to make their community safer.

This module has been developed to outline guidance for community safety practitioners across these key areas.

Section 2 Who this is for

The guidance is relevant to anyone working in the area of community safety but particularly those who have responsibility for:

- developing and implementing projects, initiatives and programmes at either the local or strategic level
- working in partnership with others to develop and implement projects, initiatives and programmes
- developing and implementing strategic approaches to communications at both neighbourhood and wider community level

Section 3 Aims of module

This module takes practitioners through the process of community engagement from analysing need, through planning and implementing, to reviewing and evaluating activity.

It is not intended to be an exhaustive resource to support community engagement but seeks to set out some key principles and processes for engaging and communicating with communities whilst also signposting to further sources of information in this area.

The key outcomes for this module can be listed as follows:

- Practitioners are aware of and understand how the National Standards for Community Engagement can help deliver on Safer and Stronger outcomes and local engagement and communications recommendations within the 'Promoting Positive Outcomes' Framework
- Practitioners are supported to deliver effective, sustainable community engagement activities which are designed to meet a broad range of community safety objectives
- Examples which illustrate different levels of community engagement, how they can be undertaken and the benefits are shared between community safety practitioners
- Community engagement activities are carried out in line with equalities legislation

Section 4

Partnership working and community engagement

As well as supporting the development of better policy and improving the use of resources, good community engagement can help create communities which are resilient, safer, healthier and more sustainable by building and supporting the skills, confidence and influence of local people.

Engaging communities, particularly those communities with individuals considered 'hard to reach', can only happen by pooling skills and resources with other agencies or the community/voluntary sector. Good community engagement can occur when agencies recognise the skills and attributes of partners. For example, the police may recognise that the local youth project which has established trusted long-term relationships with young people is better placed to engage young males about attitudes to youth crime in the community.

Effective community engagement using partnership approaches is challenging and demands that partners have a shared vision of their goals, and a way of working together which realises this ambition. Key to any partnership approach is the need for:

- Agreement on the level of engagement
- Transparent working relationships
- Agreed engagement outcomes
- Improved communications

Useful information on good practice around partnership approaches is contained in the materials developed for the 'Working Together Learning Together' programme (available on request from the Scottish Community Development Centre⁶) delivered to Social Inclusion Partnerships during 2003-2005. Another useful guide is the Guide for Partnerships in Anticipatory Care produced by NHS Health Scotland in 2010⁷.

Section 5

National Standards for community engagement

The National Standards for Community Engagement⁹ were launched in 2005 and set out best practice guidance for engagement between communities and public agencies. The Standards were developed to improve community engagement in Scotland because practice had not lived up to people's expectations. The Standards, commissioned by the Minister for Communities, through Communities Scotland were developed by Scottish Community Development Centre based on experience of communities and agencies with extensive participation from over 500 community and agency representatives.

The National Standards defined community engagement as:

“Developing and sustaining a working relationship between one or more public body and one or more community group, to help them both to understand and act on the needs or issues that the community experiences.”

The Standards for Community Engagement set out 10 commitments that can be mutually agreed between participants. They should guide the conduct of the engagement at all stages and any participant should be able to use them as an active tool to support their own involvement. The 10 standards for community engagement are:

1. Involvement
2. Support
3. Planning
4. Methods
5. Working together
6. Sharing information
7. Working with others
8. Improvement
9. Feedback
10. Monitoring and evaluation

The guidance in the Standards is clear that community engagement can take many forms, however it is always a process which involves purposeful dialogue between public agencies and communities aimed at improving understanding between them and taking more effective action to achieve beneficial change.

Section 6

The importance of building engaged & confident communities

Engaged communities are vital to a Safer and Stronger Scotland for the following reasons:

- When local people are actively engaged in tackling issues within their community, they can be empowered to help realise their community's potential and accept responsibility for its improvement
- Community intelligence and insight is useful in understanding community dynamics, identifying problems, developing workable solutions and judging the success of action
- When efforts are made to involve the community in taking action, different generations are engaged through joint activity, intergenerational gaps are reduced and respect between generations is promoted

Confident communities are vital to a Safer and Stronger Scotland for the following reasons:

- In many communities across Scotland there is a gap between the perception of how safe the community is and the reality. Despite the fact that 93% of Scots rate their neighbourhood as good places to live, nearly half of them (46%) believe that ASB is a common problem in their local area (SCJS 2009)
- Other evidence suggests that these perceptions are generated by a range of influences rather than direct personal experience of ASB. Local and national news coverage, TV documentaries, and conversations with other people are all important factors for generating disproportionate concern (SCJS 2009)
- Talking to the local community and providing information about the work being done to make their community safer can reassure and build trust in local agencies
- Being more proactive with local media can help counter the negative national media portrayal of ASB so that local community safety issues are reported in a more balanced and evidence-based way

Section 7 **Levels of engagement**

Work to build engaged and confident communities happens on different levels depending upon the desired outcome. The table below outlines three distinct levels according to the Visioning Outcomes in Community Engagement (VOiCE) model⁹.

VOiCE is a useful model for framing the community engagement process, it is based on two well established and rigorous frameworks - the National Standards for Community Engagement and LEAP¹⁰ (Learning, Evaluation & Planning). It uses a database format to help stakeholders analyse, plan, do and review community engagement activity at a range of levels and for a range of purposes.

Levels of Engagement	
Inform	Whether proactive or reactive, the Inform level tends to be non-participative. It is usually about raising public awareness of or achieving public support for a community safety service/policy/initiative with the emphasis on a one way flow of information and communication .
Consult	What's key throughout the Consult level is that regular and consistent feedback is provided to the groups or individuals that were involved in any initial consultation in order that they continue to feel empowered and an integral part of the process.
Engage	At the Engage level, agencies actively involve the local community or individuals from the outset and through ongoing activity and they will directly influence decisions or lead the action. It requires regular two-way dialogue between groups in order to effectively deliver against agreed objectives and outcomes.

The appropriate level of engagement should be clear once you have an **understanding of local issues** and have **set your objectives**.

Section 8

Understanding local issues

To fully understand local issues it would be advisable to undertake localised consultation and analysis within your area. A good way to collate such a picture is through the creation of a local area or issue profile. There is no 'one size fits all' approach to producing local profiles, it is entirely dependent upon what local needs are and your initial analysis should establish what your target audience is and what you are communicating about.

An area profile brings together a number of components to help you map the quality of life issues and services in the local area. It can provide a valuable resource for local community safety partnerships and community planning partnerships to address the issues that matter in their locality.

There are also a number of other analytical products that could be used depending of the scale and depth of the issues e.g. Strategic assessments. For further guidance on strategic assessments see the Safer Communities Programme.

8.1

What to include in a local area or issue profile:

Data profile – a collection of data and intelligence from partner agencies which can then be 'mapped' against the geography within the area.

Communities & Residents views – identifying what the community and residents think of the local area and what they have concerns about.

Voluntary sector – find out what services exist in the local area and who their client groups are.

Business sector – assess the contribution of this sector to the area and their views on local issues.

Service providers – identify what service providers exist within the area and gather any information/intelligence they may have. Examples include noise nuisance teams, community wardens, service managers, teachers from local schools.

Funding & spending – In some cases it might be appropriate to map the financial resources entering an area and how they are spent.

Section 9 **Setting your objectives**

Once a clear understanding of the local issues has been established, you can begin to set some objectives for your community engagement activity.

Below is a list of *example* objectives. This is not intended to be a prescriptive list but rather a suggestion of some common objectives for community safety policies or initiatives.

Example Objectives
Public reassurance
<ul style="list-style-type: none"> • To bridge the gap between perceptions of crime and antisocial behaviour and actual experience • To inform the community on enforcement action being taken and the results of that action • To highlight the investment made into preventative solutions to problems, and their success • To address negative stereotypes of young people by highlighting that the majority of young people are not involved in ASB and contribute positively to their community
Encouraging community empowerment/action
<ul style="list-style-type: none"> • To involve the community in identifying community safety problems and deciding how to tackle them • To encourage the public to take action to make their community safer
Targeting specific groups
<ul style="list-style-type: none"> • To focus on equalities groups, e.g. elderly, vulnerable adults, ethnic groups, to recognise and accommodate the wide range of issues they face and their safety needs in the community • To raise young people’s awareness of the consequences of at risk behaviour and encourage more positive behaviour

It would be of value at this stage to also consider what monitoring and evaluating process will be included to ensure that appropriate, measurable objectives are set. See evaluation section 12, page 24. Further details on this can be found in the Evidence strand of the Safer Communities Programme.

Case Study: Understanding the local issue and setting community engagement Objectives: North Edinburgh Intergenerational Project (NEIP)

Project Description

This project is a good example of understanding the local issue, creating a profile of the area and identifying the issues and objectives to tackle.

Understanding the Local Issue

North Edinburgh is an area that has traditionally suffered from high unemployment. There are higher proportions of young people and of young single parents than in both Edinburgh and Scotland as a whole. Levels of health are generally much poorer than the Scottish average and poverty is higher. This led to a problem of intergenerational conflict and misunderstanding in the Muirhouse/Pilton area of North Edinburgh.

Using surveys and other local sources of information a number of issues were identified that needed addressing in order to improve quality of life in North Edinburgh:

- Image – our survey shows that 85% of local people surveyed think North Edinburgh is a good place to live. Many people, though, feel the area's image is viewed negatively by outsiders.
- Perceptions of young people - A minority (36%) of older people surveyed thought young people were responsible for antisocial behaviour, but both young and old agreed that young people do not get the respect they deserve, and many young people have commented that they have problems with people assuming their behaviour will be a problem.
- Feeling safe – 40% of over 59s, 30% for 16-25 year olds and 17% of under 16s do not feel safe in their own community.
- Conflict between generations – we surveyed local agencies who all reported that conflict between younger and older people was a significant local issue that needed addressing. This was echoed in our own survey results, where many people cited poor communication, suspicion and mutual misunderstanding as being real problems.

Setting Community Engagement Objectives:

- **Mediation Interventions** – To identify at least five conflict situations involving groups within the community and use mediation techniques to intervene and assist in finding a resolution.
- **Community Events** – To stage two events aimed at increasing understanding between generations, increasing feelings of community safety.
- **Conflict Resolution Workshops** – To combine with local schools and youth agencies to run five conflict resolution workshops for local people and children.

Community Engagement Activities:

After establishing a profile of the issue and setting objectives the Project targeted three specific areas of community engagement:

Mediation Interventions – The result of these interventions has been very successful with a full or partial resolution resulting in 11 out of the 15 – a success rate of 73%.

Community Events – In May 2009 an Intergenerational Day was held in Muirhouse Millennium Centre attended by 34, 12-16 year olds and 29 over 60s, all from the Muirhouse area. The event was aimed at increasing understanding between generations and identifying local issues and possible solutions. The follow-up event was a dance event hosted by 14 young people attached to the project (the NIP Crew) and involving 45 older people.

Conflict Resolution Workshops – Four workshops on conflict were held at Broughton High School, each involving around 30 young people. The project also held a workshop for 16-24-year-old mothers, and seven for people of pension age involving over 100 people in all.

'Jack'

Jack had a history of getting into trouble, was known to the police and had appeared before the Children's Panel: he was also getting into trouble at school and his behaviour had triggered a conflict with neighbours. NEIP intervened in the neighbour dispute and assisted the parties to resolve the conflict and as a result of this intervention Jack became involved in the 'NEIP Crew'. He gained confidence and self-esteem to the extent that he was able to express himself and his views on intergenerational conflict in front of groups of adults, and is continuing to develop a range of skills: he has not been in trouble since getting involved with NEIP and his school are delighted with the change in his behaviour.

Section 10

Applying the levels of engagement to community safety objectives

This section works through the three levels of community engagement activity (Engage, Consult, Inform) and shows how different methods of engagement can be used to meet the example community safety objectives listed above. Relevant case studies are applied to illustrate the chosen level of engagement, highlight the aim of the objective and show the problem, activity and the result in each case study. All the case studies can be found in full on the Safer Communities website¹¹.

There is no single 'right' engagement method for any given circumstance. It is up to the practitioner to decide what methods to use in a given situation or with a particular community, however there are some general issues you will need to be aware of to help you choose your approach.

Using more than one method increases the chances of a better response - both in terms of quality and quantity. Be prepared, though, for what you will do if different methods come up with different results. Also be aware of issues which may create barriers for people who have been excluded from engagement processes in the past. Sections of the community may not have been involved in community engagements because of issues relating to:

- Physical inaccessibility
- Language
- Cultural perceptions and traditions
- Social expectations

10.1

Inform

The Inform level of engagement enables you to raise awareness of the ongoing commitment and action to tackle community safety issues through regular, evidence-based communication.

Examples of methods:

- Meet with local media to brief/educate them on your projects
- Issue press releases to promote events, local campaigns etc
- Create materials that will promote activity – leaflets, letters, posters, advertorials
- Make the most of the communications channels that are available locally – post information on community websites, in community newsletters etc

The following channel overview should help to ensure that your chosen method is effective in reaching the right audiences.

Channel	Purpose of this channel	Tips & Examples
NEWSLETTERS	<ul style="list-style-type: none"> • Regular communication with your audience – send them all the information you need • People like these and request them 	<ul style="list-style-type: none"> • Always keep your audience front of mind and make sure the information is relevant to them – keep it as local as possible • Get the content right before you start worrying about the design • If you can, hand out the newsletter rather than post – talk them through it
LOCAL MEDIA	<ul style="list-style-type: none"> • Local press, radio and TV reach a large number of people • They trust them and often talk to their friends and family about the stories they read and hear 	<ul style="list-style-type: none"> • Draft a press release about your news event – keep the language concise, informative and relevant to your audiences, stick to key messages and contact details • Build good relationships with local journalists, speak to them regularly and get an idea of the stories they like • Ensure a comprehensive media relations programme is developed prior to any activity is undertaken. Tailor the plan by audience, for example, younger members of the community are more likely to listen to radio or visit local websites, whilst older members will regularly read the local weekly newspaper and watch the evening news • Be prepared and confident when you deal with journalists – know how to get your key messages across comfortably • Ensure that local agency spokespeople are available to provide quotes for media as these will provide added endorsement, credibility and reassurance to the activity • Report back after the activity and showcase results to media
NATIONAL CAMPAIGNS	<ul style="list-style-type: none"> • Build on the strengths of national communication campaigns by making them relevant to local circumstances 	<ul style="list-style-type: none"> • Build timings for national campaigns into your local communications plan • Adapt national campaigns so they match your local priorities and consider extending activity throughout a longer time period – think about your own advertising/websites/social networks

And remember

It will be helpful to speak to your communications colleagues, brief them on your activity and agree a plan with them as they will have good knowledge and experience in this area.

To bridge the gap between perceptions of crime and antisocial behaviour and actual experience
 Encourage more regular, evidence-based and balanced reporting on the scale of community safety problems locally.

Case Study: No Knives, Better Lives – Inverclyde

Problem

No Knives, Better Lives, a youth engagement initiative which works in partnership with communities across Scotland to tackle knife crime was launched in March 2009.

The programme was initially piloted in Inverclyde, an area that had previously suffered a number of high-profile knife crime fatalities and so public awareness/fear of knife crime was high.

Activity

A key strategy from the start of No Knives, Better Lives in Inverclyde was building public reassurance firstly in the campaign rather than perpetuate an increased fear of crime and secondly in the Scottish Government and Inverclyde’s Community Safety Partnership efforts to tackling knife crime in the area.

Pre-campaign launch, an editorial partnership was formed with local newspaper, the *Greenock Telegraph*. Senior reporters were briefed on the scope of the campaign and involvement of local partners and supporters. By involving media from the outset and ensuring they were briefed prior to every stage of activity, this created regular positive coverage and helped build community confidence in the campaign.

Ongoing community reassurance took the form of roadshow activity that directly engaged with local people showed them that No Knives, Better Lives was doing something meaningful in their area to prevent young people from picking up a knife. It also provided further information on the campaign and local diversionary activities to encourage young people to get involved.

Local press advertising and advertorials have been used recently to report back to the community on the results of the campaign whilst also celebrating the community’s involvement in reducing knife crime in the area.

Results

Following the initial campaign phase, the campaign was seen by vast majority (90%) of the local community as worthwhile and most viewed it as impacting positively on the local community (70%). Although a significant minority of the community said the campaign makes them more concerned about the dangers on the street (41%), a similar proportion said the campaign makes them feel safer when out and about (45%).

Latest figures from Strathclyde Police (Nov 2010) reveal there has been a 35% reduction of knife carrying in the Inverclyde area between June 2009 and October 2010. The same period has also seen a record high for stop and search procedures carried out by Strathclyde Police in the local area. A community questionnaire undertaken during the latest phase of activity in Inverclyde – a roadshow designed to engage directly with local people and communicate that No Knives, Better Lives is doing something meaningful in their area to prevent young people from picking up a knife – showed that 56% of respondents were aware of anti-knife crime campaigns and 61% felt reassured knowing that knife carrying was reducing.

To highlight the investment made into preventative solutions to problems, and their success

Raise awareness of meaningful measures (particularly prevention and intervention) and use evidence to show the value of this investment.

Case Study: ASB media Integrated case study – Scottish Borders

Problem

The Scottish Borders network of towns and villages, has low levels of recorded crime with a high solvency rate. The aim of the Scottish Borders Safer Communities Team (SCT) is to further enhance the safety of all people living, working and visiting the area and to reassure the community that something meaningful is being done to make their community safer.

Activity

The SCT operates as a co-located partnership with prevention underpinning the aims and objectives of the SCT and the ability to identify and intervene early is the main focus of all work. A number of different preventative initiatives have been devised by the SCT to tackle ASB locally including the development of problem-solving trainers, to increase awareness and understanding of problem-solving techniques and how these can be applied within local community groups i.e. community council, neighbourhood watches, community safety panels, etc. A vast range of diversionary activity and youth engagement events have also been organised, coordinated, managed and delivered by members of the team.

This preventative approach has contributed towards a positive impact on the local community. Between the first 6 months of 2009/10 and 2010/11:

- The number of recorded ASB incidents per 1000 population is down 11% from 38.5 to 34.2.
- The number of multi-agency Face-to-Face warnings made with persons who have been identified as behaving in an antisocial manner is up 5% from 38 to 40.
- The number of multi agency Acceptable Behaviour Contracts made with persons who have been identified as behaving in an antisocial manner is up 43% from 16 to 28.
- The number of new ASB complaints opened by the ASB Team is down 13% from 170 to 148.

When the Scottish Government published the Antisocial Behaviour Framework: 'Promoting Positive Outcomes' Annual Report to Parliament in November 2010, Scottish Borders Council took advantage of the opportunity to generate some local media coverage around the success of this work.

To support the report's publication, a national news release was issued in which the Minister for Community Safety Fergus Ewing MSP praised the good work being done across Scotland to tackle ASB through effective prevention and early intervention approaches.

Locally, Scottish Borders gathered information which illustrated how the approach recommended within the 'Promoting Positive Outcomes' Framework had been adopted locally and how it was beginning to make a positive impact to the area.

This case study was then sent on to local media on the back of the national news release.

Results

This approach resulted in strong, local press coverage which communicated the key messages and successes of the initiative, as well as the evidence to back them up. Highlighting that investment in making the Scottish Borders safe and outlining the measures which worked well, allowed local people to clearly see and understand the impact of what was being done to make their communities safe.

10.2

Consult

The Consult level of engagement allows you to give the community a role in analysing the need, planning the response and reviewing the effects of your activity but without fully engaging them in the decision-making and action-taking process.

Examples of methods:Individual Focus

- Surveys/Questionnaires: self completion and administered
- Opinion Polls
- Interviews: non directive & semi-structured
- Suggestion boxes

Group/Community Focus

- Buzz groups
- Speed dating
- Group interviews/focus groups
- Nominal group process
- Group passing process
- Area forums
- Citizens panels
- Citizens juries
- Open meetings/events including: Open space and World café

The following table shows some examples of methods of community engagement at consult level offering citizens restricted options to choose from.

Method	Purpose of this method	Tips & Examples
SURVEYS	<ul style="list-style-type: none"> • Surveys are used to gather the views of a sample of people to act as an indication of the views of the whole target population. • They consist of carefully worded questions- to provide exact answers. • Statistical methods can be used to analyse the answers. • Undertaking a survey means clarity about your objectives and careful planning of the questions. • It can give people time to think about their responses. 	<ul style="list-style-type: none"> • A survey can very quickly become very large and complex. It is therefore essential at the start to agree a clear set of objectives, and then to constantly refer to ensure questions remain focused • Prepare 'closed' questions which can be answered by ticking boxes. For each question, ask yourself why you need this information and about what action the answer will lead you to take • You may need to include some open questions, but remember that they are more difficult to record and analyse, so keep them to a minimum • At the same time as you design the questionnaire, plan how you will analyse the results you get, e.g. design a summary sheet for recording the answers • Sample may be too small or biased and might not provide reliable results • Cannot explore an issue in depth
FOCUS GROUPS	<ul style="list-style-type: none"> • 8 or 10 people are selected to discuss an issue in depth and stimulate ideas that might not otherwise be obtained. • This is a more structured method than a workshop, with a greater emphasis on a thorough analysis of what is said. • The facilitator needs to work hard to ensure that the necessary topics are covered. 	<ul style="list-style-type: none"> • Develop a series of questions to guide the discussion • Depending on the topic and the target grouping, it may be best to have separate groups for different age groups, sexes, ethnic groups or working status. This helps to ensure that everyone's views are expressed • The output is not quantitative which may be important in some cases • Group may be too small or biased to provide reliable results • Non-English speaking people could be excluded

You can find more information about common methods of engagement in the 'How to' guide¹² on the Scottish Government website, the Scottish Health Council Participation Toolkit¹³, or 'A glass half full' paper from the Improvement and Development Agency¹⁴.

To provide feedback to the community on enforcement action being taken and the results of the action

Provide the community with feedback on the results of enforcement action to reassure the public that tough action is being taken to address community safety issues.

Case Study: Balmeadie views police/community feedback forums - Aberdeenshire

Problem

In April 2009, Aberdeenshire Council felt that the whole community should be given the opportunity to contribute their ideas, issues and concerns to help identify key gaps in provisions and facilities and to increase resources and opportunities available in the local community. This followed a perceived opinion amongst the community of antisocial behaviour and a lack of a cohesive community.

Activity

Three Community Action Researchers were employed from the local community by Aberdeenshire Council and funded by Community, Learning and Development. This created the Balmeadie views project.

A core part of the Balmeadie Views Project developed by the Community Action Research team were community surgeries twice weekly at day and evening slots at popular community locations, advertised locally. The sessions were held to encourage a dialogue between the community and the research team and begin to establish areas of concern and ideas for improvements.

Issues that were identified from questionnaires and surgery groups covered a range of topics including local transport, youth services, leisure facilities, littering and dog fouling.

Findings were reported back to the wider public in further newsletters.

Results

The project brought individuals with common goals together and created opportunities for local partners, individuals and local businesses to collaborate. This ensured that everyone felt represented in the process and has improved communication links between these groups.

Levels of participation were high. Questionnaires had a 23% return rate from households and many more people contributed through the drops-ins and graffiti boards. It has become apparent that the project has provided the spark to get the residents thinking and talking about their community and bringing about change.

As a result of the project, a number of new initiatives were set up in the area including a youth action group, a regular community newsletter to promote village activity and a Christmas Group which organised a programme of Christmas events and village decorations.

To address negative stereotypes of young people and other groups

To challenge negative stereotypes, for example that young people are largely responsible for ASB and show how they contribute positively to their community.

Case Study: Young Scot pro-social behaviour project – South Ayrshire

Problem

Pro-social Behaviour was committed to within the Scottish Government’s Antisocial Behaviour Framework Implementation Plan published in October 2009. One of the key objectives of the ASB Framework was to change the negative perception that many communities have towards young people and counter the myths that most young people are involved in antisocial behaviour.

Activity

Young Scot, in partnership with the Scottish Government’s Community Safety Unit, Dialogue Youth (the Young Scot local authority partnership network) and local community safety partnerships, is actively engaging young people in an innovative ‘Pro-social Behaviour project that aims to improve the way that young people are viewed by society. Young people are driving their own issued-based campaigns that address local community safety problems and demonstrate the positive impact that the majority of young people are already having in their communities – tackling the negative perceptions. Young volunteers in Aberdeenshire, Edinburgh, Scottish Borders, South Ayrshire and West Lothian are leading the development of projects that will make their wider community and the public more aware of the positive way in which young people contribute to society.

In South Ayrshire, Young Scot has been working with a group of S6 girls from Marr College in Troon who have been running a peer-led education group in their school teaching first year pupils about the dangers of alcohol misuse and the social impacts this can have. Their pro-social behaviour and positive community involvement has already made a difference to young people’s perceptions of the issue and now they hope to show the wider community that young people are willing to be part of the solution and not the problem.

Results

At an event held on Monday 21st February at the South Beach hotel, the group of S6 girls presented their experiences of running these information sessions, which have involved activities, group discussions and quizzes and have been a huge success in terms of raising awareness of the issue amongst the young people of Troon.

The team of girls have also been giving talks to stakeholders and the public about the work that they have been doing in the hope that people become aware of the positive way in which young people contribute to society.

Positive local media coverage and word of mouth are further promoting the work of the young people and broadening the reach of their messages.

10.3 Engage

The engage level allows citizens to influence decisions or lead the action by being fully involved in the decision-making and action-taking process.

Examples of methods:

- Open meetings/events including: Open space, World café, PP vote/Option Finder
- Stakeholder workshops
- Story dialogue
- Deliberative mapping
- Planning for Real event
- Participatory drama/forum theatre

The table shows examples of methods of community engagement at engage level - whether shared decision making or action.

Method	Purpose of this method	Tips & Examples
STAKEHOLDER WORKSHOPS	<ul style="list-style-type: none"> • Discussion is focused but not too formal, the aim being that everyone feels able to participate • A facilitator can use a number of techniques to create a constructive, problem-solving atmosphere • Workshops allow individuals to network and exchange ideas and to develop an action plan, recommendations or proposals • Workshops bring together people with a range of experiences on a relatively equal footing which can create shared ideas from different starting points 	<ul style="list-style-type: none"> • Set the Topic - Check that the topic is precise enough and will be meaningful to participants • Ensure that the facilitator and the participants are clear of the purpose and expected outcomes of the workshop • It is a good idea to appoint a note-taker who can summarise the points made in the workshop for written and/or verbal feedback • Consider a short presentation on the subject matter to raise awareness and encourage discussion • Transcriptions from the discussions need to be analysed for emerging themes

Method	Purpose of this method	Tips & Examples
<p>OPEN SPACE</p>	<ul style="list-style-type: none"> • Open Space creates a democratic framework from which participants can create their own programme of discussions around a central theme • Whoever comes are the right people • Allows very large and diverse groups of people to be involved • Allows complex and potentially conflicting issues to be worked on in a positive and constructive way • Encourages participation and ownership 	<ul style="list-style-type: none"> • Choose words that make the theme meaningful and exciting to participants • A venue with one large room and several smaller ones is ideal. Participants with a disability must have full access • Everyone with an interest in the theme needs to know the event is being held • One facilitator is all that is needed, and he/she needs to believe in the hands-off approach, guiding the opening and closing sessions, explaining the procedure and principles, and then stands back as far as possible

In addition to the sources mentioned under consult level, there are some excellent engagement toolkits that have been developed by Local Authorities and other agencies and cover a wide range of methods, some good examples are: 'The Community Engagement Toolkit' Dundee Council¹⁵ and 'Consultation Handbook' Fife Council¹⁶.

To involve the community in identifying community safety problems and deciding how to tackle them

This emphasises the benefits of active engagement between communities and partner agencies, such as the insight into community dynamics, workable solutions and successful outcomes, and the opportunities to utilise community intelligence.

Case Study: Community wellbeing champions initiative pilots – Fife & North Lanarkshire

Problem

Those who live in communities blighted by problems of antisocial behaviour are often those people who are best placed to suggest solutions. However there isn't always the means, opportunities or procedures in place for them to know how to go about making a measureable difference.

Activity

The Antisocial Behaviour Framework, *Promoting Positive Outcomes* highlights that when local people are actively engaged in tackling issues within their community, they can be empowered to help realise their community's potential.

Five pilot sites were chosen and the aim of each pilot is to encourage and empower the local communities to identify and deliver priority services which will enhance the safety and wellbeing of the areas in which they live. The objectives of each include:

- Bring diverse people together and support community cohesion
- Enhance the ways in which local people, elected members and council officials work together
- Promote active citizenship to create better public services
- Promote community development and capacity-building within communities

Each area has established a multi-service and agency planning group that prioritises the needs of their community and agrees community safety priorities. Local projects are then promoted to the wider community through a variety of ways including information stands, leaflets, posters, websites, newsletters, local press and radio. Example projects include:

Fife 'Community Gains': aims to encourage and empower the communities of Glenrothes to identify and deliver priority services which will enhance the safety and wellbeing of the areas in which they live. Community organisations were approached to participate through a direct mailing exercise. Activities culminated in a community voting event, held in Glenrothes which over 100 local people participated. Eight local groups were successful in their bids for funding and projects are now underway .

North Lanarkshire: Forgewood is one of North Lanarkshire's most deprived areas where neighbourhood and community planning have for many years been challenged by issues of housing quality, mix and tenure and the social problems that arise when a housing area fails to attract new residents by choice and maintain and renew its social infrastructure and community facilities. The pilot aims to strengthen local community planning structures through offering the residents of one area the opportunity, to make decisions about the distribution of public funds, at the same time strengthening relationships between residents and agencies operating in the area. A variety of projects are now being implemented.

Results

With the pilots still underway a number of key evaluation methods are being looked at.

In practice, these pilots provide citizens with information that enables them to be engaged in prioritising the needs of their neighbourhoods, propose and debate new services and projects and set budgets in a democratic and transparent way. As the process becomes embedded, it involves citizens being engaged in an annual budgetary cycle of setting priorities and budgets and monitoring the delivery of projects and services.

To encourage the public to take action to make their communities safer

Taking responsibility through direct steps challenge local problems and deal with them may be of most benefit to some communities.

Case Study: Neighbourhood watch – Maryhill Housing Association – Glasgow

Problem

At the end of 2009 Maryhill Housing Association surveyed local people in a major sampling of public opinion on community safety. When asked if they had been “affected by any community safety issues” half said yes and half said no. The survey also found overwhelming support for establishing a Neighbourhood Watch scheme to keep the streets safe for local families.

Activity

With the assistance of the Association of Scottish Neighbourhood Watches (AoSNW), Maryhill Neighbourhood Watch was officially established in February 2010. It is made up of a Community Development Officer, appointed by Maryhill Housing Association, and members of the local community. The aim of the organisation is to promote good citizenship and greater public participation in the prevention and solution of crime.

This makes it well placed to understand and to tackle local problems and community safety issues.

Neighbourhood Watches develop and adapt to fit the communities they serve. They are no longer just about tackling crime in local communities; they are about ensuring that communities are safe. This might include such diverse subjects as:

- Road safety
- Doorstep safety
- Internet safety.

The aim of Maryhill Neighbourhood Watch is to encourage local people to work together in order to keep their communities safe, developing and adapting their priorities to the current needs of the area.

They hold regular meetings where local residents come together to discuss the issues facing their communities and how best residents can work together and in association with the police or local community police officers, to tackle any problems.

Maryhill Neighbourhood Watch also provides a platform where partner agencies can communicate with communities and residents.

Results

There are currently around 1,500 active Neighbourhood Watch schemes in Scotland. Many of these schemes are long established, but new schemes are being set up all the time.

To focus on equalities groups, e.g. elderly, vulnerable adults, ethnic groups, to recognise and accommodate the wide range of issues they face and their safety needs in the community

This emphasises the need for a variety of approaches to community safety within communities to recognise and accommodate the differing needs and members of that community.

Case Study: Hillview Project – Angus

Problem

Antisocial behaviour was prompting numerous complaints in the Hillview Estate in Brechin, an area identified as one of multiple deprivation where a divide was deepening between residents and migrant workers. There were reports of harassment, intimidation, racist abuse, housebreaking, stealing and vandalism. Several households believed to be suffering from significant antisocial behaviour were those of migrant workers.

Activity

Over a period of three months, Angus Council Joint Services Team, Angus Council Community Housing Team and Tayside Police carried out extensive work in order to gain the confidence of the community and victims of the ongoing behaviour. This included positive action by police where evidence was available, dedicated foot patrols by Community Wardens, investigative work by the Community Safety Team Antisocial Behaviour Investigations Unit and Housing Officers, and deployment of an overt public space CCTV camera.

Specific support was given to non-British residents by providing a member of staff who could speak their language. This model was thought to be one of the first in Scotland that allowed targeted ethnic minorities and non-English speaking migrant workers to record incidences of antisocial behaviour perpetrated against them in their own language.

Results

The overall outcome was to make Hillview a more safe, secure and sustainable community, including:

- Reduction of ASB Complaints – 87.4% reduction comparative to previous year.
- Reduction in vandalism – 54.3% reduction in reported vandalisms in the area comparative to previous year.
- Reduction in tenancy turnover – 41.4% as on previous year.

It has been established since the completion of this project that it could be replicated in any other housing estate/community in Angus.

Nearly all the migrant worker families within the Hillview area now have regular and positive contact with their Housing Officer and other agencies and participate in and utilise the Community Flat in Hillview.

Section 11

Equalities and community engagement

In choosing methods of engagement be aware of issues which may create barriers for people who have been excluded from engagement processes in the past. Sections of the community may not have been involved in community engagements because of issues relating to:

- Race
- Age
- Gender
- Disability
- Sexual orientation
- Gender identity
- Religious belief

Equalities is important to community safety for a number of reasons, e.g. human rights, ensuring that services are accessible to all, tackling disadvantage and exclusion. There is a duty on public bodies to carry out equality impact assessments (EQIA) on their policies and this should be considered when participating in community engagement. For more information see the Equalities Act 2010¹⁷.

Section 12

Monitoring and evaluating community engagement

Evaluation of your communications and engagement activity is key in demonstrating effectiveness, measuring what has been achieved against the original objectives set at the start and helping assess what worked well and what could have worked better at the end of each phase of activity in order to improve future projects. Importantly, evaluation can also help identify the impact your work has had on public perception and confidence.

Evaluating community engagement is about reflecting on what has happened, making a judgement on how well we've done - both in terms of the changes we wanted to make and the processes we have followed, and then developing learning from the experience. There are various methods that can be used to help you to evaluate and learn from the experience of undertaking a community engagement process and we focus here on VOiCE:

VOiCE

Using the VOiCE (Review) section to undertake a stakeholder evaluation of both the process of community engagement and the community engagement outcomes. This can be done by all stakeholders separately and then bringing these judgements together into an aggregate score, or it can be done by all stakeholders discussing and scoring this together. The scoring system used in VOiCE asks stakeholders to score the engagement process against each of the National Standards for Community Engagement – the scoring is on a 1-6 scale with 1 being low and 6 being high. Key learning points are also identified at this stage. Stakeholders are also asked to score against each of the intended outcomes and identify key learning points.

Evaluation of communications and community engagement are highly dependent on the quality of the communications and community engagement plan. If we don't have clear objectives and indicators it makes it extremely difficult to judge if we've achieved them. If we haven't thought about what evidence we'll be able to gather at the planning stage then we'll run into difficulties at the evaluation stage.

The evaluation should be shared with partners, stakeholders and with the wider community through the most appropriate channel whether that by media or an event.

For more information and guidance on monitoring and evaluation see the Evaluation Module in the Safer Communities Programme.

12.1

Evaluation of practitioner skills and competencies

Since the launch of the Community Empowerment Action Plan¹⁸ in March 2010, the Scottish Government has invested in the Better Community Engagement Programme¹⁹ to develop learning and training materials for community engagement practitioners, to build their capacity and enable them to engage more effectively with communities.

The programme builds on 'Better Community Engagement: A Framework for Learning'²⁰ which sets out a framework of competencies designed to enable the planning of learning in community engagement. The framework complements the National Standards for Community Engagement and the Learning in Regeneration Skills pack²¹. Further information on the Better Community Engagement Programme, framework and toolkits can be found on the Scottish Government website.

Endnotes

- 1 Scottish Government, Safer Communities Programme, <http://www.scotland.gov.uk/Resource/Doc/254432/0090121.pdf>
- 2 Scottish Government, Scottish Community Empowerment Action Plan, <http://www.scotland.gov.uk/Resource/Doc/264771/0079288.pdf>
- 3 Audit Scotland, Best Value 2 Toolkit: Community Engagement, http://www.audit-scotland.gov.uk/docs/best_value/2010/bv_100809_community_engagement_toolkit.pdf
- 4 Local Government Scotland Act (2003), <http://www.hmso.gov.uk/legislation/scotland/acts2003/20030001.htm>
- 5 Scottish Government, Promoting Positive Outcomes: Working Together To Prevent Antisocial Behaviour Scotland (ASB Framework), <http://www.scotland.gov.uk/Topics/Justice/public-safety/asb/ASBframework>
- 6 Working Together Learning Together materials – available on request, contact David Allan (david@scdc.org.uk) or Paul Nelis (paul@scdc.org.uk)
- 7 Guidance for partnerships - between the NHS and Community and Voluntary organisations for anticipatory care. NHS Health Scotland (2010), <http://www.healthscotland.com/documents/4605.aspx>
- 8 National Standards for Community Engagement (2005), www.scdc.org.uk/national-standards-community-engagement
- 9 Scottish Community Development Centre, Visioning Outcomes in Community Engagement (VOICE), www.scdc.org.uk/voice
- 10 Scottish Community Development Centre , LEAP, www.scdc.org.uk/leapinfo/
- 11 <http://www.safercommunitiesscotland.org/index.php>
- 12 Scottish Government, 'How to' guide - www.scotland.gov.uk/Topics/Built-Environment/regeneration/engage/HowToGuide/Techniques
- 13 Scottish Health Council Participation Toolkit - www.scottishhealthcouncil.org/shc/pfpi/toolkit/Participation_Toolkit
- 14 Improvement and Development Agency (IDeA), 'A glass half-full: how an asset approach can improve community health & wellbeing', <http://www.idea.gov.uk/idk/aio/18410498>
- 15 Dundee City Council, 'The Community Engagement toolkit': A portfolio of techniques, <http://www.dundeecc.gov.uk/leisurecomms/communityengagement/>
- 16 Fife Council, 'Consultation Handbook', <http://www.fife.gov.uk/topics/index.cfm?fuseaction=publications.List&subjectid=204D62AE-A91C-4D7C-A910EF4A1BE2CB9D>
- 17 http://www.equalities.gov.uk/equality_act_2010.aspx
- 18 Scottish Government, Scottish Community Empowerment Action Plan, <http://www.scotland.gov.uk/Resource/Doc/264771/0079288.pdf>
- 19 Scottish Government, <http://www.scotland.gov.uk/Topics/Built-Environment/regeneration/engage/empowerment/newsletter/June10/ImprovingCEPractice/BetterCEProgramme>
- 20 Scottish Community Development Centre (SCDC), Better Community Engagement Curriculum Framework- www.scdc.org.uk/better-community-engagement
- 21 Communities Scotland, http://www.scr.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/cs_006288.hcsp



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Customer focus and community engagement are key drivers to improving public services. Without focusing on customers, services will not offer value for money, meet local needs or help communities realise their potential. Over the past 10 years it has emerged as a key theme in public service delivery, alongside partnership working and delivering more effective outcomes for communities within a Community Planning context.

Effective community engagement and communications will allow your organisation and/or partnership to ensure that the priorities of local people are woven into strategies, action plans and decision-making processes

The Engaged and Confident Communities Module is a useful guide for community safety practitioners and takes them through analysing needs, planning and implementation, to reviewing and evaluating the communications and engagement activities. It sets out some of the key principles and processes for community engagement and provides signposts to additional frameworks, resources and information.

Who is this for?

This guidance is for senior service and partnership managers working in Community Safety. Partnerships are encouraged to regularly review what they are providing and what, if any, efficiencies can be made. Effective engagement can help local people become aware of the limits to partnership resources, manage their expectations and inform about the tough decisions which need to be taken. Being clear, transparent and organised about why you are trying to engage with local communities will make it easier for people to make meaningful contributions, which can make a real difference to their neighbourhoods.

Being able to evidence customer focus and effective community engagement are a necessary principle of best value and will help partnerships achieve recognition for improvement.

Safer Communities Programme

*Principle 4:
Better Outcomes for Communities,
Engaged & Confident Communities*



**safer
scotland**
SCOTTISH GOVERNMENT

The guidance will ensure that staff will be able to:

- Demonstrate service improvement as a result of community engagement
- Evidence the impact on partnership outcomes as a result of Community engagement
- Show improved resident satisfaction because of community involvement

Why this is important

The current economic climate of diminishing resources and competing demands means that senior staff and politicians have to consider options and make difficult decisions, which inevitably have an impact on communities. Decisions need to be clearly communicated and public perceptions/expectations will need to be carefully managed. All too often public services are said *not* to have listened to the local community and therefore those poor experiences, leave people feeling disenchanting, disempowered and untrusting of local service providers. As public agencies cannot solve all the problems on their own, there is a need to forge better relationships and greater collaboration with communities. As services become increasingly less affordable we will need strong and resilient communities to do more for themselves.

Local partnership providers are under constant pressure to demonstrate that they are evidence led, innovative in working with scarce resources, outcome focussed, reducing waste and duplication whenever they can. They are also asked to contribute to National outcomes whilst delivering local solutions with the help of local communities. Focusing on customers and effectively engaging with local communities can help to improve the services offered, achieve appropriate outcomes and improve the quality of life for local people.

The Engaged & Confident Communities module will enable:

- Better understanding about of community engagement and communications techniques
- Awareness and understanding of the National Standards for Community Engagement¹ and how they can help deliver on Safer and Stronger outcomes, local engagement and communications recommendations within the “Promoting Positive Outcomes” Framework²
- Support for practitioners to deliver effective, sustainable community engagement activities which are designed to meet a broad range of community safety objectives
- Practitioners to see examples which illustrate different levels of community engagement, how they can be undertaken and the benefits
- Community engagement activities to be carried out in line with equalities legislation

Policy background

The overarching policy framework in Scotland is the Government's National Performance Framework³ which has five underpinning strategic objectives – to make Scotland **wealthier and fairer, smarter, healthier, safer and stronger**, and **greener**. Although community engagement can and does contribute to achievement of all of these objectives the key area of priority lies within the **safer and stronger** objective and, in particular the national outcomes:

- *"We live our lives safe from crime, disorder and danger"*
- *"We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others"*

Community engagement in relation to community safety occurs where these outcomes meet and this guidance is designed to explore the processes involved in achieving them.

Associated with this, the key current policy/strategy frameworks for community engagement and empowerment in relation to community safety are:

- The Scottish Community Empowerment Action Plan (Scottish Government – March 2009) which states, *"When local people are actively engaged in tackling issues within their community, and in helping to realise the community's potential, those people are likely to have an increased interest in and engagement with the affairs of local government and indeed Government across the board."*
- Promoting Positive Outcomes (Scottish Government – March 2009) which has two strategic aims in relation to engagement. These are:
 - **involving and empowering communities to address antisocial behaviour**
 - **partnership working for communities and with communities**
- Best Value 2 Toolkit: Community Engagement⁵ (Audit Scotland – June 2010) which will be applied as part of Best Value audits of public bodies and will inspect performance of public bodies in relation to:
 - **strategic commitment to community engagement**
 - **understanding of community needs and aspirations**
 - **involvement of communities in decision-making**
 - **involvement of communities in planning and monitoring community engagement**
 - **demonstrating the impact and benefits of community engagement**

There are other sector specific strategy documents which provide useful frameworks for the development and implementation of community engagement and involvement strategies in relation to particular services. Examples of these include:

- The ACPOS Public Re-Assurance Strategy⁷
- Scottish Community Policing Engagement principles (April 2009)⁸

What the guidance covers

The module covers the following:

- The aim of the module
- Partnerships & community engagement
- The National Standards
- The importance of building engaged & confident communities
- Different levels of engagement
- Community engagement process: Understanding your local issue, setting your objectives (with example community safety objectives), applying the levels of engagement including real case studies, examples, tips, toolkits and monitoring and evaluating information.

Endnotes

- 1 National Standards for Community Engagement (2005), www.scdc.org.uk/national-standards-community-engagement
- 2 Scottish Government, Promoting Positive Outcomes: Working Together To Prevent Antisocial Behaviour Scotland (ASB Framework), <http://www.scotland.gov.uk/Topics/Justice/public-safety/asb/ASBframework>
- 3 Scottish Government, National Performance Framework, <http://www.scotland.gov.uk/About/scotPerforms>
- 4 Scottish Government, Scottish Community Empowerment Action Plan, <http://www.scotland.gov.uk/Resource/Doc/264771/0079288.pdf>
- 5 Audit Scotland, Best Value 2 Toolkit: Community Engagement, http://www.audit-scotland.gov.uk/docs/best_value/2010/bv_100809_community_engagement_toolkit.pdf
- 6 Scottish Government, Safer Communities Programme, <http://www.scotland.gov.uk/Resource/Doc/254432/0090121.pdf>
- 7 ACPOS Public Re-assurance Strategy – <http://www.acpos.police.uk/Documents/Policies/CRIME%20-%20ACPOS%20Public%20Reassurance%20Strategy%2010.09.07.pdf>
- 8 Scottish Community Policing Engagement Principles – <http://www.scotland.gov.uk/Resource/Doc/254432/0081965.pdf>

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