



Building Safer Communities: An Evaluation of the Enhanced Policing Plan in the Shettleston, Ballieston and Greater Easterhouse area of Glasgow.

**Liz Frondigoun, Jan Nicholson, Annette Robertson,
and Siobhan Monigatti
Glasgow Caledonian University**

**Report prepared for Strathclyde Police Force
July 2008**



ACKNOWLEDGEMENTS

The research team would like to thank all young people, youth workers, shopkeepers and workers, CPP representatives, and police officers for their assistance and support in pursuit of this work.

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CHAPTER ONE INTRODUCTION

- 1.1 This research was commissioned by Strathclyde Police to evaluate the Enhanced Policing Plan (EPP) in the Shettleston, Ballieston and Greater Easterhouse area of Glasgow. This area has historically been characterised by the endemic problem of violence and gang activity. The EPP is an innovative approach to policing aimed at: reducing crime, gang and anti-social behaviour and territorialism; creating a safer environment; building public confidence; and improving community opportunities for people so that they are less likely to commit offences or re-offend.
- 1.2 Strathclyde Police developed the EPP in accordance with ACPOS Public Reassurance Strategy and delivered it in conjunction with Community Planning Limited (CPL) through a multi-agency approach¹ following the ethos for Community Planning and Community Regeneration Funds.
- 1.3 The plan was developed following the success of other recent policing initiatives such as the Glasgow City Centre Policing Plan, Operation Reclaim, and Operation Phoenix, where intensive policing and the delivery of diversionary activities, the police found, had a significant impact on the levels of reported crime, violence and gang activity. The EPP, drawing from the principles of these successes, was structured specifically to increase public reassurance through intensive policing by addressing on the one hand local concerns about youth and gang activity; and on the other the needs of these youths through the delivery of a combination of educational and diversionary activities.
- 1.4 The perception on the part of the police service in Scotland is that, in comparison to England and Wales, the nature and activities of gang members in Scotland are distinctive. The relationship with organised crime that is said to characterise the criminality of gang membership in other locations in the UK is thought to be less significant in this location.

¹ This included partnership working with, for example, Culture and Sport; Land and Environmental Services; local Councillors; Community Planning Limited; John Wheatley College; Glasgow East Generation Agency; Glasgow Community & Safety Services; Glasgow Housing Association; Registered Social Landlords; MSPs; FARE; InnerZone; YES Project, Parkhead Youth Project, and Urban Fox.

- 1.5 Therefore it is important to gather more information about the concerns and needs of the local community, including those of the young people, on: the effects of gang activity and violence; gang membership and its territorial relationship; perceptions of and effectiveness of intensive policing; young people's perceptions of the diversionary activities on offer; the effect of these activities on gang and youth anti-social behaviour in relation to young people and the communities they live in.
- 1.6 The research accordingly aimed to establish:
- baseline information on crime levels before and after the EPP;
 - the views of the police, community planning partners, local small businesses, youth workers and young people about what it is like living in the East End of Glasgow;
 - the effect gang and violent behaviour has had/is having on their neighbourhood;
 - the community views and perceptions of the effectiveness of the EPP in tackling these behaviours, and in increasing public reassurance within the area;
 - what youths need to encourage them to make attitudinal changes in making life choices.
- 1.7 However, the EPP has a wider remit than that of enhanced policing. This includes capital expenditure in relation to resource provision, dissemination and community engagement strategies that are on-going and therefore beyond the scope of this study. For evaluation purposes and where appropriate, reference will be made to relevant internal monitoring/progress reports.
- 1.8 Chapter two will describe the main methods utilised in the research, and chapter three, in the form of a literature review, will identify the key characteristics of the public reassurance strategy and gang culture in Scotland and summarise the main findings of academic and other reports and research in relation to the key themes. Chapter four will provide an overview of the Enhanced Policing Plan outlining its main aims and objectives and how it was implemented. In chapter five the concerns and needs of and for policing, gang culture and identity are explored at community level. Issues of community safety and fear of crime are examined in chapter six. Chapter seven considers the

provision of and access to community/diversionary services, including leisure and education. Chapter eight discusses the perceptions and issues of policing in these communities. Chapter nine provides an assessment of the achievements of the EPP in relation to its targeted priorities. Chapter ten draws out the key issues and implications in the conclusions and recommendations and chapter eleven provides a summary of the findings.

CHAPTER TWO METHODOLOGY

Introduction

- 2.1 There were three stages to the research. Stage One involved a review of the existing literature in Scotland including media and press coverage relevant to the research location. In Stage Two focus groups were conducted with police officers who were involved in the delivery of the EPP; a sample of small local businesses in each of the locations within the East End were also surveyed; selected youth clubs were visited and focus groups held with members and interviews conducted with youth leaders. Stage Three involved telephone interviews with Community Planning Partners who are on the Joint Problem Solving Group for the area. The interviews and focus groups were an important source of information.

- 2.2 Members of the research team also observed the area on a number of occasions, visiting the local shops and driving around to better understand the concerns of the local communities in relation to vandalism, graffiti, and groups of youths hanging around the streets. They also attended by invitation a number of events that were put on for young people as part of the EPP during the period of this study and some time was spent with the police shadowing a shift. (See Appendix 1 which provides a summary of participants.)

Stage One: Statistical and Literature Review

- 2.3 The review of literature examined policy documents, published research, official police statistics, other documents, and media sources. It offers a summary of what is known about gang activity in Scotland; the concerns and needs of the community in addressing youth disorder; and the policing and political policy responses to this in Scotland. The literature review provided the background against which the Enhanced Policing Plan has emerged and was developed in accordance with ACPOS's Public Reassurance Strategy. It also contributed to the study by identifying emerging themes in the literature relevant to the research issue. It informed the development of research tools at Stage Two and Three as well as providing the statistical and research context for the study.

Stage Two: Focus Groups and Interviews

- 2.4 Qualitative research provides a unique tool for studying what lies behind or underpins behaviour and attitudes, and for studying the dynamics that affect outcomes of policy². Carrying out fieldwork in a variety of ways leads to interaction at different levels between the researcher and the participants, and between participants. Therefore what is found is not 'sweeping generalisations but deeply contextualised meanings of the participant's experiences'.³ This enhances understanding and counterbalances the concerns that quantitative research often leaves many questions essential to the evaluation and development of social policy misconceived or inadequately understood⁴.
- 2.5 The report documents and analyses the experience and views of young people, police officers, youth workers, and local businesses (shop owners and workers) giving prominence to their own words. The study is based on data obtained from interviews and focus groups carried out in the Shettleston, Ballieston and Greater Easterhouse area of Glasgow, which is characterised by many territorial boundaries associated with housing schemes of differing size and varying levels of urban deprivation. Of particular interest is how youths feel policy makers and service providers can address their concerns and support them in adopting positive patterns of behaviour; and in understanding the significance of "the gang" for those involved in gang-related, violent and anti-social behaviour.
- 2.6 Fieldwork at Stage Two comprised a total of 16 focus groups with CID, beat and traffic police officers from Strathclyde police force and young people from a variety of youth groups. Participation was by no means taken for granted and no incentive was provided. However, the research team have made a small donation (£100) to each of the youth groups who have participated in recognition of the investment of time and energy made by the young people involved. This also means that the club as a whole can address how best to allocate the money rather than individual members benefiting to the exclusion of those who were either too young, or unable to participate.

² J Ritchie & J Lewis (eds) (2003) *Qualitative Research Practice*. London: Sage

³ Maykut, P. and Morehouse, R. (1994) *Beginning Qualitative Research: A Philosophical and Practical Guide*. London: The Falmer Press.

⁴ J Ritchie & J Lewis (eds) (2003) – *ibid*.

- 2.7 Parental agreement for access to the young people under the age of 16 was negotiated through the youth workers in the various youth clubs.
- 2.8 Youth workers in the groups visited were also interviewed on the same topics as the youths to provide an insight into how they perceived current and future policy could address the issues faced by these young people and the communities they live in.
- 2.9 Police officers were encouraged to fill in a participant profile and a profile of the young people who participated was taken to ensure a range of perspectives and experiences was accessed. A summary of the focus groups is provided below.

	No of Focus Groups held
Police Officers	6
Young People ⁵	10

Table 1: Focus Groups Summary.

- 2.10 Local shop owners, workers or KINs⁶ in the community were also interviewed. Focus groups were problematic to organise due to the varying and sometimes long opening hours. These interviews helped to define the key characteristics of the community and business concerns as well as the aspirations for the local community; to establish the patterns of behaviours they normally have to deal with; and to ascertain their views of the effectiveness of the EPP.

⁵ Eight different venues were visited and 9 groups held but in addition some of the youths in the groups visited preferred to be interviewed individually. On other occasions it was necessary to talk to the young people in several smaller groups while they were engaged in other activities - for example arts and crafts.

⁶ KIN – Key Individual Networks. Establishing of the KIN Groups was an on-going process throughout the period of this study and therefore the research team did not attend any of the meetings but have received copies of the notes from the meetings that were held. These notes were augmented by the community interviews as some of the shop owners/workers interviewed were also members of these key individual networks.

- 2.11 In addition to this, three events were run in the period covered by this evaluation: two at The Bridge in Easterhouse – a Friday night Techno music event and a Saturday afternoon youth network event - and one⁷ at Tollcross Leisure Centre.
- 2.12 Local businesses and youth groups visited were selected by the research team in consultation with the commissioners of the research – the locations of shops and youth groups of interest to the police within the EPP were identified by Strathclyde Police, but the actual selection of shops and groups visited was determined by the researchers.
- 2.13 Full details of the research participants, focus group and interview schedules are included in Appendices 1, 2, 3, 4, 5 and 6.

Stage Three: Focus Groups

- 2.14 Members of the Joint Problem Solving Group⁸ of the Local Community Planning Partnerships were selected for interview as it was felt they were the most apposite group to shed light on the experience and challenges of life in these communities. These individuals were in a position to best identify how effective the EPP was in addressing the issues and concerns of the community on vandalism, graffiti, violence and gang activity because their role on the CPP was in dealing with these issues. Interviewing this group at the end stage would allow for them to be able to reflect on how the EPP has impacted on their demands for services and community support.
- 2.15 Participants in this study, with the exception of the police, were contacted through a number of existing community-based contacts and a snowballing technique was utilised. It was important for this study that good working relationships were established with both the police and community workers, especially in relation to gaining access to the target population of young people. Typically contact was made through Youth Leaders and workers in the various youth clubs in the first instance and, where requested, flyers and documentation of the nature of the study, including consent forms, were provided prior to the research team visiting the clubs. The research team worked to the

⁷ The event at Tollcross Leisure Centre was the first of what was to be a series of four Friday evening events run on a fortnightly basis.

⁸ 12 telephone interviews were carried out with members of this group.

ethical guidelines of the British Sociological Association, The British Society of Criminology and Glasgow Caledonian University. Access was improved by attendance at the various events that were held, in particular the Friday evening event at The Bridge. The presence of the research team facilitated contact with a number of Youth Leaders – personal contact reduced barriers and increased confidence in the research team and the purpose of this evaluation. The research team acknowledges that not all “types” of young people attend youth groups, but every attempt was made to ensure that a wide range of backgrounds of participants was achieved by close consultation with the local youth leaders and workers including those who are involved in outreach work.

- 2.16 Focus groups consisted, on average, of 10-12 officers for the police, and of 4-6 young people for the youth groups although a couple of the police groups were very small. Information leaflets were made available. (See Appendices 7 & 8)
- 2.17 All focus groups with the police were tape-recorded (with consent) and were preceded by a brief summary of the scope of the research and the interview. These took place in their local police stations at a time convenient to the participants. Two members of the research team were present at all the focus groups, one acting as facilitator, the other as scribe.
- 2.18 Only two of the focus groups with the young people were tape-recorded (with consent) as the age groups varied in the other groups and some of the participants were of an age that makes it difficult to interview them formally. It should be noted here that these focus groups were very lively events and all the young people who contributed spoke very positively about their clubs and were keen to express their views for this study. In order to prevent anxiety amongst the younger participants, all focus groups and interviews were held in their local youth clubs and the young people were encouraged to discuss and talk about their experiences while engaging in normal club activities. Therefore for all the other focus groups and interviews extensive notes were taken. This did not affect the quality of the data gathered as the researchers continued to work in teams of two, one as the facilitator/interviewer and the other as the scribe.

2.19 Professional transcribing services were used for all of the sessions that were recorded.

2.20 These focus groups and group/individual interviews provided an excellent forum for generating discussion about the experiences of public safety and other concerns, particularly with the young people – they were characterised by some individuals dipping in and out when the topic of discussion was of particular interest to them; which provided many interesting and insightful points. Core topic guides were used as the basis for discussion (See Appendices 2, 3, 4 and 5).

2.21 The focus group/interview schedules covered 6 main areas of interest: experiences and concerns of living/working in a particular area; feelings of safety; education and aspirations; leisure activities; perceptions and membership of gangs; and perceptions of the EPP. All participants were encouraged to express views on these topic areas:

- experiences covered neighbourhood and community concerns;
- *safety* included location, time of day and what/who reduced/increased feelings of safety;
- *aspirations* encompassed the support and advice available to the young people through community, education and employment services;
- *leisure activities* evoked discussion on what was available, their suitability, and barriers to using facilities.

Discussion on gangs focused on perceptions about gangs - including that of identity for the young people - but also on the impact of gang activity for the community and young people. Young people were also encouraged to talk about what they liked and disliked about gangs. Perceptions of police and policing were also discussed, including the hopes and fears, success and potential of the EPP. The core topic guides were supplemented with specific probes and techniques in order to ensure wide-ranging discussion of the issues that participants felt were significant. In this way the focus group method could avoid some of the skews, areas of neglect and assumptions that limit some existing research.

CHAPTER THREE LITERATURE REVIEW

Introduction

- 3.1 The Enhanced Policing Plan was developed specifically as a Public Reassurance project.

Public reassurance policing is based on genuine community engagement and collaborative partnerships by identifying, addressing and solving local problems. The participation of the public and other agencies in identifying solutions to problems requires strategies to be flexible, adaptable and reflect local concerns. (ACPOS 2007:3)

Public Reassurance Policing has become an increasingly important part of police operational focus aimed at improving police visibility, accountability and the way problems are tackled in communities. This chapter examines a range of relevant policy documentation and academic literature outlining the development and policy in respect of reassurance policing, community policing and partnership working, and on recent attempts to address youth disorder and crime, anti-social behaviour, and aspects of what is described as the 'fear of crime' in Scotland. This is not a comprehensive review of all available literature (which is extensive and therefore not within the scope or focus of this specific study), but provides the background against which the Enhanced Policing Plan was developed.

Policy

- 3.2 The policing of youth and the associated problems of antisocial behaviour and the rising fear of crime have increasingly featured in policy debates since the establishment of the Scottish Executive⁹. The importance of partnership working and policing at community level were recognised as key elements in addressing these issues:

We will work together with the police and with communities to make our streets and neighbourhoods safe. It also means having a police force that is rooted in our communities and spends its time on front-line duties. (Scottish Executive 1999b)

⁹ In September 2007 the Scottish Executive changed its name to the Scottish Government. For the purpose of the report, the name Scottish Executive refers to the previous administration.

- 3.3 This approach was highlighted in subsequent Scottish Executive policy, which set out recommendations for a national strategy, providing a consistent framework for local plans to be developed by multi-agency groups (Scottish Executive 2000a). An increasing focus on community safety also recognised that social and economic factors have an impact on local communities¹⁰ and on crime (Scottish Executive 1999, 2000a; Audit Scotland 2000b). Whyte (2004) found that the status of the family and the ecology of the neighbourhood were significant in young people's development. Whyte also cited earlier research in Scotland (Jamieson et al 1999; Smith et al 2001) which supported the view that 'multiple difficulties relating to social adversity, socialization and social control...are common to many if not most young people who offend persistently' (Whyte 2004:397). Under the framework of Community Planning, community safety became a priority for key agencies to work together to build 'safer, attractive, healthier, vibrant and economically attractive communities' (Scottish Executive 1999a: Executive Summary) Local Authorities were encouraged to take a proactive lead in building safer communities by establishing local partnerships involving public, private and voluntary organisations.
- 3.4 A number of strategic policy documents (Scottish Executive 1999; Audit Scotland 2000b; ACPOS 2007) assisted in providing a framework for partnership working and the development of community safety strategies which would be 'responsive to community concerns, evidence based and led, and outcome focused'. In particular, 'Local people must be involved in defining local problems and often they will be best placed to suggest solutions' (Scottish Executive 1999a).
- 3.5 Audit Scotland's initial investigation on the progress of Partnerships in Scotland found that while local authorities and police forces had engaged in multi-agency cooperation, voluntary and community agencies were under-represented as 'more often involved in local initiatives and task groups' (Audit Scotland 2000a:1). Recommendations were made on:

*...developing an appropriate membership and structure;
managing links to other partnerships and initiatives at
national, regional and local levels and maintaining the*

¹⁰ Glasgow was found to have the highest concentration of multiple deprivation in Scotland (Scottish Executive 2008:3)

momentum of the partnerships and ensuring the continued commitment of key partner organisations (ibid 2000a:9).

- 3.6 The study was critical of some partnerships failing to conduct detailed analysis of the 'nature, extent and causes of community safety problems', thus preventing any evaluation of the effectiveness of partnerships (ibid 2000a:2).
- 3.7 Further assessments followed (Audit Scotland 2000b; 2000c). In addition, the Scottish Executive published *'Threads of Success'*, which provides an insight into the emerging shape of community safety partnerships across Scotland in 2000. This report emphasised that long-term investment in the partnership is extremely important with short-term projects having limited impact. 'Preventive community safety is not just about quick fixes... the challenge is to go beyond reactive problem-management... this requires a wider understanding of, and commitment to partnership working' (Scottish Executive 2000a). Along with the Safer Communities in Scotland report, this report also recognised the need for community safety audits, carried out through consultation, focus groups or questionnaires, to identify the key priorities for local communities.
- 3.8 The Local Government in Scotland Act 2003 placed statutory responsibility on Local Authorities to establish and fund 'Community Planning Partnerships', and provided guidance to local authorities to facilitate their formation (www.glasgowcommunityplanningpartnership.org.uk).
- 3.9 Research highlights some of the difficulties inherent in partnership working. Bullock et al. (2002) and Gilling (2005) provide examples of practical problems where roles and responsibilities may not be clearly defined, which can lead to some confusion and misunderstandings about, for example, who sets the targets and who will be doing the monitoring. Bullock et al. (2002) also pointed to problems surrounding mixed agendas, as individual organisations may have their own agenda and may not work well together within a partnership. There may be a breakdown in communications between the organisations, which may lead to two organisations doing the same task. This could lead to a duplication of work which is a waste of time, money and resources.

- 3.10 Concerns have also been raised regarding data sharing related to the Data Protection Act 1998. Partnerships and key partners will have to critically assess the types of data and information that can be freely exchanged (Gilling 2005; Scottish Executive 2000a). Furthermore, some partnerships may have a controversial role within some organisations, which might for example, cause some organisations to withhold information or could jeopardize the partnership network's name in the eyes of the public or potential service users (Scottish Executive 2000a).
- 3.11 It is essential to highlight that, for partnerships to succeed in tackling community problems and concerns, local people must be involved in defining the local problem. It is local people who are best placed to suggest solutions to local concerns (Scottish Executive 1999a). As Walklate (2002:71) argues, 'analysis of the strengths and weaknesses of the partnership approach are more than viable if researchers and policy-makers alike insist on looking for solutions to the crime problem from the top-down. What about looking from the bottom up?' Her research has found that where there is a willingness to work in partnership it allows for different approaches to challenging criminal activities.

Reassurance Policing, Antisocial Behaviour and Problem Solving Policing

- 3.12 Reassurance policing developed from the concern that while crime levels were falling, public perceptions were that they were rising (Audit Commission, 1999 in Herrington and Millie, 2006:147). This disparity has been dubbed the 'reassurance gap' (ACPO, 2001 cited in Herrington and Millie (2006:147). "Thus, reassurance policing seeks to address the gap between the falling crime rate, the falling rate of public confidence, trust in the police and the perceived notion of 'fear of crime'" (Innes 2004; Herrington and Millie 2006; Fielding and Innes 2006). This gap then becomes the key objective for the reassurance policing programme, which seeks to establish a relationship between the police and communities, by ensuring that officers become familiar and accessible to the local community that they serve: 'a re-commitment to the delivery of high-visibility front-line policing that both leads and encompasses diverse partners from among the extended police family' (Hughes & Rowe 2007:329).
- 3.13 This community-based policing model seeks to identify key stakeholders, agencies and partners and to prioritise the activity of the police in order to identify local priorities, thereby impacting on local priorities and communities. Local community consultation is crucial in

order to identify key information about problems of crime and anti-social behaviour and suggesting solutions to local problems.

- 3.14 The Antisocial Behaviour Etc. (Scotland) Act 2004 required each local authority and relevant Chief Constable to jointly prepare an Antisocial Behaviour Strategy outlining how they and other partners would address issues of antisocial behaviour in their area. 'The Glasgow Antisocial Behaviour Strategy Group recognises that antisocial behaviour is a multi-faceted problem, often with no simple response or intervention. This strategy is therefore one element of wider and ongoing developments to deliver a partnership approach to tackle problems that contribute to antisocial behaviour' (Glasgow City Council 2005).
- 3.15 The Glasgow Anti-Social Behaviour Task Force undertaken in 2005 brought together Glasgow City Council, Strathclyde Police and other partners¹¹ working together to tackle anti-social behaviour across Glasgow (Glasgow City Council 2005). Targeting young people involved in crime and anti-social behaviour across 10 wards in Glasgow, the aim of the initiative was to reduce anti-social behaviour and violence within communities. The task force team was a single co-located team combining both support services and enforcement to combat anti-social behaviour. Information sharing was a crucial aspect of this initiative. A key element of the partnership's seven stage approach also included increasing community reassurance.
- 3.16 Subsequent evaluation¹² of the Task Force strategy showed that, significantly, there was a greater willingness by members of the public to report incidents and evidence that environmental issues had improved.¹³ Improvements were also seen in multi-agency working and information systems for greater targeting of coordinated initiatives (Scottish Government 2008).

¹¹ A list of all 20 partner agencies is available at Appendix A, page 33 of the report.

¹² The evaluation was undertaken by Social Development Direct between November 2005 and December 2006, and conducted household surveys of 800 residents in the Target areas, and 300 residents in comparator areas. In-depth case studies were also undertaken in 3 areas – Govan, Tollcross and Scotstoun – using interviews and participatory group exercises. A partnership analysis of the Taskforce was also conducted to understand the operation of the Taskforce and its influence on service delivery.

¹³ Examples were given of how the Taskforce had been successful in reducing levels of ASB affecting the built environment, including the removal of graffiti and of unwanted items and of a reduction in fire hydrant vandalism. The comparator response showed no such improvements (Scottish Executive 2008:16).

- 3.17 The ACPOS 'Public Reassurance Strategy' was published and launched nationally in September 2007, having been piloted in the Maryhill area of Glasgow by Strathclyde Police.

Reducing the public's 'fear of crime' and building safer and more vibrant communities can be achieved if we meaningfully engage with the public to understand the underlying reasons that make them feel vulnerable and insecure...Through tasking and co-ordination, problem-solving forums and the management of offenders, this eight-stage public reassurance policing strategy will help communities to reduce crime and, equally important, reduce the 'fear of crime' and provide an environment in the community that will lead to a sustained reduction of crime. (Chief Constable Colin McKerracher, President (ACPOS) (ACPOS News Release Sept 11th 2007).

This strategy aimed to improve partnership working and build on existing good practice through an eight-stage problem-solving model¹⁴ which has been developed to address the needs and concerns of 'our diverse communities':

"To deliver improved performance and greater public reassurance by integrating and focusing our work with partners to develop sustainable solutions to locally identified priorities that will create safer and more confident communities."(ACPOS 2003:3)

- 3.18 Problem-oriented policing has been adopted by the police services throughout Britain and has become increasingly important in Scottish crime reduction policy. This approach has been described by Bullock, Erol and Tilley (2006:7) as

the systematic grouping of recurring incidents as problems and looking for the links between them to understand why they arise, the formulation of responses that are tailor-made to explanations of why problems recur (and which for the most part go beyond police enforcement), and evaluation of the effectiveness of this measure put in place.

¹⁴ See Appendix 9.

- 3.19 In short, the problem-solving model is used to identify problems, analyse them, select a response, and then assess the effects (Goldstein (1990) cited in Bullock, Erol and Tilley, 2006). Strang (2005) has identified three key principles which underpin problem-oriented policing. The first seeks to focus upon the cause of problems. The second is to consider a long-term approach: '[initiatives] can be successful and produce a beneficial impact in the short term, but may result simply in displacement or delay if the problem is not solved at root' (2005:188). Therefore, for problem-solving policing to succeed and for the benefit to the community to continue, there has to be a foundation for sustaining a long-term approach. The third principle that Strang believes underpins this strategy is that progress can be made by working with other partnership agencies. As many commentators argue, the police cannot work alone in order to solve the inherent problems in many communities (Donnelly and Scott 2005; Strang 2005; Phillips 2002; Bullock, Erol and Tilley 2006).
- 3.20 It is therefore extremely important to ensure the community are consulted in order to identify the key areas for policing. The establishment of a Key Individual Network¹⁵ would be effective for this purpose; as Fielding and Innes (2006: 135) note, "the deployment of a KIN model in conjunction with more in-depth qualitative approaches may offer an additional advantage to police because it provides more opportunities to capture the subtleties and nuances that attend public attitudes to crime and policing". However, gathering key information from groups that are hard to reach or marginalized may be overlooked and/or 'driven out of local consultation process' (Hughes & Rowe 2007:341).
- 3.21 Fielding and Innes (2006:131) point out that 'As initiatives develop they alter, and are altered by their field of operation. A ward where reassurance policing has been underway for several years will not be the same as when the programme was introduced. What reassurance policing means to the public, and to those implementing it, evolves'.
- 3.22 In evaluating an area in which an initiative has taken place, it is important to speak to people *within* that area to assess the effectiveness of the initiative and whether it is addressing, or making an impact on, the real issues within the community.

¹⁵ Fielding and Innes utilise the term to refer to those 'individuals who have detailed knowledge of communal life in a locale and are in a position to provide a meaningful assessment of how policing there has improved or worsened' (2006:135). The EPP strategy sought to utilise KINs in the same way.

- 3.23 This can also be problematic for police officers who find it hard to dedicate time to walking the beat as much of their time is taken up with other activities. Hughes and Rowe (2007:333) argue:

Front-line officers might not value foot patrol, but their perception that it is of marginal importance is reinforced by the communication of other priorities, such as providing a fast response to 'grade 1' emergency calls that require access to a vehicle. (Hughes & Rowe 2007:333).

- 3.24 Hughes and Rowe noted in their research that doubts from some police officers about new initiatives led to some officers regarding the new approaches as 'cynical management strategies to comply with political and policy agendas' (Hughes & Rowe 2007:334). It is important then that officers 'buy in' to such initiatives.

Policing Young People

- 3.25 *The police service exists to protect the weakest in society. They must do this through a problem-solving approach, delivered through community policing which rests on a good relationship between the police and young people (Strang 2005:189).*

Recent political and media attention has increased significantly towards young people and youth crime, in particular gangs and knife crimes. 'Feral, blade-wielding youngsters' (Slack 2006, cited in Eades 2006), 'Gang's 448 Crimes In Just 11 Months: Top Cop Reveals Spree As Purge on Yobs Begin' (Daily Record 04/03/08) 'Gang Kills Teen in Knife Frenzy' (The Sun 27/07/07). Lovell and Evans (2006) note that the 'press and public attention continues to focus on crimes committed by young people'. The media are constantly referring to increasing levels of youth crime, especially gang-related; however Muncie (2004) notes that attention and concern for young people is not new and has been a theme in Britain for centuries.

- 3.26 A recent study measuring the extent of youth crime in Scotland concluded that there are 'no reliable data sources that would allow the extent of anti-social behaviour by young people and fear of youth crime in Scotland to be measured fully'; the study utilised a key

indicator approach¹⁶ to measure these 'social phenomena' (Anderson 2005b:43). The study estimates that at least 43% of crimes were attributable to people under the age of 21, (49% of this committed by those aged 18-21, with over one third committed by the under-15s, and the remainder attributable to those aged 16-17 (Anderson 2005b:i).

- 3.27 A number of publications regarding youth justice and young offending are available in Scotland. *It's a Criminal Waste - Stop Youth Offending Now* (Scottish Executive 2000b) set recommendations for Youth Justice in Scotland. The report recommended that arrangements should be made for a multi-agency co-ordinated approach at a local level to address youth offending. Audit Scotland's *Youth Justice in Scotland: A Baseline Report* (2001), outlined 'what is known about children and young people who offend, their offences and how their behaviour is dealt with in Scotland'. In 2002 the *Scotland's Action Programme to Reduce Youth Crime and the National Standards for Youth Justice Services in Scotland*, set out the National Standards for Youth Services, while *Dealing with Offending by Young People* (2002), was critical of services which were already in place. The report made clear that there was room for improvement if youth justice services are to be delivered and offending behaviour reduced. A review published in 2003 noted improvements but concluded that many children were still not receiving the services required to address their offending behaviour. Practitioners stated that there was a shortage of community based programmes available for under-21s and while some programmes were developing well, many were barely off the ground. The need was also identified for the development of more specialist programmes for children of primary school age and for those over the age of 18. (Audit Scotland 2003:56)
- 3.28 The Scottish Executive's *Getting it Right for Every Child* (2005) followed the review of the Children's Hearing System and both concluded that the needs of some children were still not being addressed including 'concern in communities that the system is unable to deal effectively with persistent offending' (Scottish Executive 2005). *Dealing with Offending by Young People: Performance Update* found that 'Increased funding and a stronger focus on youth justice services have delivered some positive changes, but significant challenges remain' (Audit Scotland 2007:2). Recommendations included ensuring that services are addressing local needs and reducing levels of offending behaviour,

¹⁶ This involved drawing evidence from public perception surveys. The key sources used for this study were the Scottish Household Survey (SHS), the Youth Lifestyles Survey, the Edinburgh Study of Youth Transitions and Crime, and the 1995 Baseline Study on Housing Management.

and highlighting the need for local authorities and partners to develop coherent and integrated approaches to services for children (Ibid at 31).

- 3.29 Interagency working and new powers under the Anti-social Behaviour (Scotland) Act 2004 have provided a number of ways of dealing with anti-social behaviour by people under the age of 16, including: Anti-Social Behaviour Orders (ASBO); dispersal of groups; Parental Orders; Community Reparation Orders; Restriction of Liberty Orders; and tagging through the children's hearing system. Other services that are not covered by this Act include: mediation and support services; and Intensive Support and Monitoring Service (ISMS), through the Children's Hearings.
- 3.30 In Glasgow the Restorative Justice Service aims to reduce offending and re-offending. This is underpinned by an 'early intervention approach' and the re-engagement of young people. This system has three techniques available: Restorative Warning, Restorative Conferencing and Restorative Programme (www.glasgow.gov.uk).
- 3.31 It has long been recognised that youth disorder cannot be tackled through policing alone. Muncie (2000:21) identifies the role of the police in regulating young people's behaviour, and argues that young people are over-controlled by the police in public spaces (cited in Waters 2007:637). The days when '...[A]gencies who deal with young offenders could sit back and rely on the police to solve all the problems' are long gone, '... youth crime is not a phenomenon that we can simply police our way out of' (Warner 2002a:1, cited in Waters 2007:635) which supports the need for a multi-agency approach.
- 3.32 ACPOS Youth Strategy (2004) recognised that most young people do not engage in offending behaviour. Three key objectives highlight: promoting the safety of young people in communities; tackling persistent offenders; and promoting the effectiveness of the police service. The strategy emphasizes the need for 'robust action to identify and deal with young offenders' (ACPOS 2004:4).
- 3.33 Some parts of Glasgow are notoriously characterised by gang culture and violence. A recent study conducted by the Centre for Social Justice (2008), estimated that there are around 170 gangs in Scotland, located in those areas worst affected by poverty and social exclusion, with family breakdown, educational underachievement, worklessness and alcohol and drug misuse perpetuating the cycle of poverty and breakdown. The study highlighted that in 2005 Glasgow had the

highest mortality rate in Britain with male life expectancy as low as 54 in some areas (ibid p5). The study also cited Glasgow City as having the highest overall crime rate in Scotland with more than 50% of knives found in Scotland being seized in Glasgow, (ibid p12). A number of local initiatives have been developed in Glasgow in an attempt to address some of these issues particularly aimed at removing the barriers between the police and young people, for example, by placing campus officers in schools and by developing youth diversionary tactics such as midnight football leagues. More directed intensive initiatives have also been rolled out in key areas, some of which are outlined below.

Media

- 3.34 Media attention often focuses on the police and the initiatives in which they are involved, but they may not always welcome this attention or find it positive. Leishman and Mason 2003:7 note that 'the police are paid to be suspicious and there can be little doubt, as an occupational group, they tend to mistrust the media'. Researchers often criticize the media for creating panics and fuelling the public's fear of crime (Leishman and Mason 2003, Jewkes 2004). However, Strathclyde Police have drawn upon the media to promote Community Policing and recently took the innovative step of publicising the photographs and names of community police officers in local newspapers. The police are also utilising the media to feedback on their efforts to police diverse and difficult communities. (The Glaswegian 6/03/08)

Previous Initiatives

- 3.35 The Enhanced Policing Plan adopted a structured approach through Reassurance Policing, building on a number of previous initiatives within the Glasgow area in recent years, particularly Operation Reclaim in 2004 and Operation Phoenix in 2007. It should be noted here that no formal evaluations have been undertaken on these initiatives; however, police data and public anecdotal responses suggest that these have been successful in terms of both outcome and public reassurance.
- 3.36 Operation Reclaim, set up in 2004 by Strathclyde Police, Culture & Sport Glasgow and Sidekix, focussed on the education of young people in respect of gang fighting, territorialism, anti-social behaviour and racially-motivated crime. The project simply involved 'reclaiming' the local recreation area so that it could be used by all the people from the community through providing sports and leisure activities with a

police presence providing a safe environment. The original project targeted Glasgow's Red Road area and the initiative is ongoing with further sites reclaimed to date at Springburn, Sighthill, Barmulloch and Royston.

- 3.37 Though there is no official evaluation, police data show a significant impact with youth disorder, crime and fear of crime all falling.

During the summer months, as many as 200 youngsters a night attend the events, taking part in activities including football, basketball, hockey, golf, cricket and dance. Before 'Operation Reclaim', the recreation area at Red Road was used as a battleground by local gangs, but when the project is running, the positive influence is obvious. (Constable Faulds, Strathclyde Police, June 2007)

The success of the initiative was also confirmed by the Local Housing Organisation manager:

Our tenants have seen a big difference within the community thanks to 'Operation Reclaim'. Not only has it helped to lower the crime figures, it has also brought different communities together. The young people taking part in the club's activities have also been training and mentoring younger children. This has been great for them – they've developed valuable skills which, in some cases, have led to employment opportunities. (Richie Carroll, community housing manager of Red Road Balornock Local Housing Organisation (LHO) cited in Strathclyde Police, June 2007)

- 3.38 Operation Phoenix was a seven week policing initiative in co-operation with local community organisations, which brought together teenagers up to the age of 17 from ten territorial areas across Greater Easterhouse. As well as encouraging the integration of young people from the different territorial areas in a safe and fun environment, the aims of this initiative included building positive relationships between police and young people and, importantly, getting the young people off the street as an alternative to anti-social behaviour and involvement in gang activity.
- 3.39 Police statistics indicated for the 7-week initiative, that both youth disorder and gang fighting decreased compared to the same period the

previous year. Gang fighting decreased by 41%, with a decrease of 73% on Fridays and Saturdays (Strathclyde Police, 2007). The project received positive feedback from both youths and police. For example, Ryan, 13, from Barlanark stated:

'We thought the police were just people who would be there to give you into trouble but we speak to them now, they're brand new.' (Douglas 2007);

and a police spokesperson reported that

'The programme has proved that, whilst we will continue to enforce the law, we are also able to get involved with youngsters, therefore fostering more positive relations with them.' (Sergeant Ann Hughes quoted in BBC Article 14/7/2007).

3.40 The Enhanced Policing Plan aims to build on the success of these initiatives and, in conjunction with the Community Planning Partnership, seeks to reduce the incidence of anti-social behaviour and the fear of crime. The Plan will provide a focused, multi-layered approach utilising the Public Reassurance Model which will be delivered through existing community planning frameworks and will include:

- engagement with local communities through public consultation to identify key concerns;
- high visibility policing in key areas at critical times;
- identifying 'signal crimes';¹⁷
- utilising community information and intelligence¹⁸ and through monitoring of KINs¹⁹ and EVAs²⁰, target key areas and initiate immediate responses;

¹⁷ Signal crimes, offences and events have been shown to have a disproportionate impact on individuals and change the way people behave. The identification and effective targeting of the signal crimes and issues that matter most to communities will have a beneficial impact on feelings of security and help increase reassurance. (ACPOS 2007:4)

¹⁸ Reassurance Policing utilises the National Intelligence Model (NIM), and through crime and incident analysis can identify hot spots and areas of greatest need to better target resources.

¹⁹ KIN: Key Individual Network. By nature of their occupation or role within the community, some people are more sensitised to their environment and are more likely to notice changes in their neighbourhood. Examples of such people would be school janitors, shopkeepers and retired people. By regularly monitoring their views, the impact of police and partner interventions can accurately be assessed. (ACPOS 2007:6)

²⁰ EVAs: The purpose of Environmental Visual Audits is to identify and quantify observable signs of physical and social disorders present at identified 'hot spot' locations. The analysis of EVAs assists in establishing the causal factors of crime and other community problems, which enables the police and partner agencies to make informed decisions and take appropriate action. (ACPOS 2007:6)

- providing a range of targeted leisure programmes for local youth;
- identification and appropriate referral of offenders and potential offenders to other partner agencies;
- development of diversionary support programmes to establish and promote positive life choices.

[I]t is essential that public reassurance is recognised as a vital part of policing and fully integrated into the day-to-day management of core business. To do so requires a thorough understanding of the concept of PRP, as well as robust management, clear leadership and the co-ordination of resources to ensure all policing services are delivered in a complementary manner that meets the needs of our communities.(ACPOS 2007:13)

CHAPTER FOUR THE ENHANCED POLICING PLAN

Introduction

4.1 This chapter will provide an overview of the EPP. It will outline what the EPP is; its aims and objectives; and how it anticipated addressing identified issues. It also discusses the issues of crime, violence and gang-related behaviour within this area. The responsibility for policing in this area - more specifically referred to as Ballieston, Shettleston and Greater Easterhouse, which the EPP covers - is overseen by BD Sub-Division of Strathclyde Police.

Enhanced Policing Plan

4.2 Strathclyde Police, on the principles of ACPOS Public Reassurance Strategy, developed with their CPP partners the EPP, which built on the success of the Glasgow City Centre Policing Plan²¹, Operations Reclaim and Phoenix²², to address community concerns and to provide and encourage alternatives for the groups of youths identified as 'troubled or troublesome'. In particular it was concerned with reducing the fear of crime and enhancing community safety and public reassurance, through an intelligence-led, proactive and flexible policing capability to impact on the detection and reduction of levels of anti-social behaviour, alcohol-related disorder, substance misuse, knife-carrying, and violent crime.

4.3 The EPP aim was to assist Glasgow Community Planning Partnerships to deliver a safer and more vibrant Glasgow by:

- enhancing policing provision;
- improving levels of citizen engagement;
- building effective partnerships between key agencies; and
- tackling crime and anti-social behaviour.

²¹ The City Centre Plan was based on high visibility policing and increased supervision of taxi queues, at peak times for crime, for example, when the various pubs and clubs close and there is a high volume of young and often drunk men and women looking for transport home.

²² Police-led initiatives to provide diversionary activities (such as football coaching, gorge-walking etc.) for youths.

4.4 The plan's objectives were to:

- engage with local communities in order to provide locally dependable services and develop local reassurance;
- focus on the needs of the most vulnerable in the communities;
- provide high visibility policing in areas and at times of greatest demand;
- utilise complementary systems such as mobile CCTV;
- identify offenders and potential offenders suitable for referring to other partner agencies;
- address and provide support in changing offending behaviour;
- develop diversion and support programmes to establish and maintain positive life-choices;
- improve public spaces by making them cleaner, feel safer and more attractive to use;
- work in partnership with local voluntary organisations, employers' networks and training providers in order to provide pre-vocational learning.

4.5 The Enhanced Policing Plan therefore consisted of the following in the specified locations:

- an additional intelligence-led police resource including full time officers and officers on overtime to increase patrols at identified strategically significant times: Friday and Saturday evenings;
- mobile and static CCTV cameras that would be monitored in real time and assist in intelligence gathering of activities in problematic areas;
- community engagement and feedback through the press, other media, and KIN groups to inform local residents of the Enhanced Policing Plan and its aims, objectives and outcomes;
- engagement with partner agencies to provide youth diversionary activities; for example the provision of an outdoor gym in partnership with Culture and Sport and GCVS²³ including training and development to address the perceived lack of facilities for young people.

²³ GCVS - Glasgow Council for the Voluntary Sector is the main development agency and advocate for voluntary and community organisations in Glasgow.

Delivery of the Plan was in partnership with the Joint Problem Solving Group of the local CPP.

- 4.6 The EPP was intelligence led following the model of the Public Reassurance Strategy for delivery of policing in troublesome areas. Historically Shettleston, Ballieston, and Greater Easterhouse has an identified problem of territorial gang-related and violent crime which presented police and their partner agencies with considerable challenges in providing solutions that address the nature of the environment; responds appropriately to individuals who are willing to commit crime; and supports the community in reducing opportunities for and dealing with the consequences of crime and anti-social behaviour.
- 4.7 Following this model the EPP fell into three specific categories of Engagement, Enforcement and Enhancement.
- 4.8 Engagement is essential to encourage the involvement of the local community in priority-setting to provide locally dependable services and develop local reassurance networks to ensure that there are good lines of communication.
- 4.9 Enforcement is crucial to creating safer communities and this was to be assisted by increasing the number of operational responses including the use of complementary overt signed mobile CCTV capable of being deployed in the places and at the times of greatest demand thereby providing high visibility public reassurance.
- 4.10 Enhancement is to be achieved through partnership working with health, local authority, housing providers, locally based voluntary organisations, employer networks, training providers and GC&SS²⁴ to: engage with communities; develop diversion and support programmes; help individuals establish and maintain positive lifestyles; and improve public places, making them cleaner, feel safer and more attractive to use.

²⁴ GC&SS – Glasgow Community and Safety Services.

4.11 Initially the EPP as part of its public consultation programme conducted Signal Interviews. These were carried out by police officers with members of the public whom they engaged with in the communities in which they policed. Analysis of these interviews identified a number of key areas and issues of concern which, when combined with the analysis of Strathclyde Police local crime data, clearly identified hot spots. These were Parkhead/Tollcross; the Edinburgh Road Corridor which is a natural boundary for Barlanark, Springboig, Wellhouse and Greenfield; Easterhouse and the Lochend Shops, all of which lie within the Shettleston, Ballieston and Greater Easterhouse area. This allowed for strategic plans to be developed that were locally specific and in developing these, KINs and the Joint Problem Solving Groups were established and the intelligence gathering was used to develop and refine EPIC²⁵ Templates for each of the localities within the BD sub-division to address local issues. A traffic light system was used to monitor progress on the development of the priorities identified for each locale.

The BD Sub-Division

4.12 The BD Sub-Division has responsibility for policing Shettleston, Ballieston, and Greater Easterhouse, which has a population of approximately 75,000-80,000 and includes the following wards: Ruchazie/Garthamlock; Easterhouse; Springboig/Greenfield/Barlanark; Tollcross/West Shettleston; Ballieston/Garrowhill; and Mount Vernon/East Shettleston. This area has an endemic problem with high levels of crime including drug, violence and gang-related activity and has historically been characterised by poverty and deprivation. In particular Easterhouse has been identified as an area characterised by gang and violent crime in the local press since its concern with the 'razor gangs' in the 1930s and the widely publicised involvement of Frankie Vaughan who visited the area in an attempt to divert the gang activity in the 1960s. It is also an area that is characterised by low educational achievement and poor health. However, in recent years some of these wards have experienced considerable urban regeneration and new build public and private housing which has impacted on the

²⁵ EPIC – Enforcement, Prevention, Intelligence and Communication. The traffic light system worked on the basis of a Red when the targets were set, and goals were set at the Joint Problem Solving Group in relation to each of the specific issues that were to be targeted. Amber signified when minimum target has been achieved, for example agreement to what action was to be taken, plans in place and work begun; Green when the target had been achieved. However, monitoring continued and if, for example, after an area had had graffiti removed and generally been cleaned up, it was then to be subjected to further vandalism it would be recorded as an Amber or Red depending on the decisions made in the Joint Problem Solving Group to deal with the situation.

experiences of those living in these wards and created a disparity between their experiences and the experiences of those living elsewhere in wards identified as needing specific attention.

- 4.13 The Scottish Index of Multiple Deprivation 2006 (SIMD) shows that within the Ballieston, Greater Easterhouse and Shettleston area a significant proportion of the population falls within the 15% most deprived areas in Scotland. Therefore, there are varying experiences of poverty and deprivation and crime. In particular the north, central and western parts of the area experience higher levels of deprivation. These areas are Easterhouse, Wellhouse, Springboig, Barlanark, Tollcross and Parkhead which were also identified through the public reassurance consultations and analysis of the crime, violent and disorder statistics. They are the main focus of the EPP and therefore the locus of this study.
- 4.14 The SIMD shows that in the most deprived areas crime rates are around one in four per head of the population. This presents particular challenges for policing and for other service providers in the CPP within these areas in achieving their goal of developing more confident, safer and vibrant communities. Strathclyde Police recognise that in order to do this it is important to engage with the communities they serve in order to understand their concerns and to encourage community involvement in addressing these concerns. 'Public consultation is not a cosmetic option'²⁶ but critical to the success of developing public confidence and reassurance and in identifying effective and sustainable solutions.
- 4.15 In order to ascertain the main concerns of the populations within the Sub Division area a force-wide public consultation was carried out in 2007²⁷. A brief summary of the findings is provided here. The survey showed that within this part of the city the majority of respondents identified anti-social behaviour and drugs as the main concerns but that there were also environmental issues. In Easterhouse, Wellhouse, Parkhead, Tollcross, and Springboig/Greenfield/Barlanark the following specific issues were identified as the main concerns:

²⁶ Public Reassurance Guidance Manual. Glasgow: Strathclyde Police.

²⁷ Signal Interviews were carried out as part of their public consultation exercise.

- Gangs;
- Youth Disorder;
- Alcohol Related Disorder; and
- Drug Abuse.

The findings from this consultation coupled with the analysis of their crime data identified what they term 'hot spots'; that is the areas that were causing the communities most concern and therefore where the resources of the EPP were to be deployed.

4.16 Therefore the EPP adopted a problem-solving approach to policing within the division; addressing locally specific issues for police and their partners. This was achieved through a multi-agency approach and the Joint Problem Solving Group who addressed the questions: What is the problem? How can it be addressed? Who should address it: the police or one of the partner agencies or the police in partnership with one or more of these agencies?

4.17 Such an approach led to the development of the EPIC templates which clearly defined the locally specific problems, who was responsible for what, and monitored progress in relation to tackling these issues. For example, in one of the locations there was a specific problem with graffiti, vandalism: Land and Environmental Services undertook to clean up the area and the police increased patrols in order to deter further vandalism. More generally issues of alcohol-related and youth disorder were in part addressed by supporting licensed premises with increased visits from the police in conjunction with the test purchasing initiative.²⁸

4.18 Strathclyde Police also through their Campus Officers and additional visits to schools engaged in a variety of sessions – talks and videos – to inform young people of the variety of youth diversionary activities available and to encourage them to make positive life choices. They also held a number of community events during the period of the EPP.

²⁸ Test purchasing – where with the consent of the parent or guardian of a young person (under the age of 18) they are, under the supervision of the police, sent into licensed premises to try and purchase alcohol.

4.19 Throughout the period of the EPP there was increased media coverage – newsletters, TV and Radio interviews, newspaper articles and adverts - to disseminate information about it: what its aims were; where it was running etc. The promotional initiatives undertaken were:

- Signal Crime Interviews;
- initial leaflet drop of 3,000 followed by 3 subsequent leaflet drops each of 3,000;
- 7 articles in the Gen²⁹ which has a readership of around 30,000;
- 9 articles in the Glaswegian which has a readership of around 50,000;
- 3 articles in the Evening Times which has a readership of around 50,000;
- 3 articles in the Herald/Sunday Herald which has a readership of around 150,000;
- 1 article in The Glasgow East Outlook which had a readership of around 20,000;
- the deployment of an Advertising Trailer across the EPP area; and
- information about the EPP inserted in local housing providers' leaflets.

4.21 In essence the EPP was more than enhanced policing and included restorative justice measures; environmental improvements; mediation to resolve neighbourhood disputes; programmes to reduce anti-social behaviour; initiatives to encourage safe and responsible sale of alcohol; sessions on personal safety. It also supported initiatives to encourage people to undertake pre-vocational and vocational training; to increase the number of people in sporting activities and coaching/skill training; and to improve communications with the local community and increase community engagement.

4.23 The following chapters examine the views of the police, workers and residents in the BD Sub-Division area on their perceptions of what it

²⁹ The Gen, Glaswegian, Evening Times, Herald/Sunday Herald, Glasgow East Outlook are local Newspapers.

was like to live in this area, the EPP, and how it has impacted on their feelings of safety in the community.

CHAPTER FIVE COMMUNITY CONCERNS

Introduction

- 5.1 This chapter explores the perceptions and experiences of those living and working in the BD Sub-Division area and identifies the key concerns and needs of the local shop keepers/workers, youth leaders and youths, the CPP, and police. It further explores the needs of and for policing this community and examines community attitudes to gang culture and identity.
- 5.2 The main concerns of the community relate to their experiences of anti-social behaviour, gang or group disorder, including violent and alcohol-related crime. It is recognised by all the participants that the majority of the residents, including young people, who live in these areas are good, hard-working people and that it is only a small proportion of the population who are involved in criminal, and in particular anti-social, violent and gang-related, activity. However, it is the adverse impact of this minority that colours the general impression of the area and affects the quality of life for the majority of the residents.

Territorialism and Gangs

- 5.3 The community have identified the territorial nature of gang culture as a deeply-embedded aspect of social life, to the extent that locals refer to the area they live in by its gang name; this creates difficulties in, and in understanding, allegiance and non-allegiance to gangs. Indeed many of the participants in the study admit to having been or being part of that culture themselves. Gang culture is deeply entrenched in these communities, and is viewed very negatively by many, including young people: they speak about being **'born into it, living in a gang area'** which means in effect that they automatically belong to a gang. Therefore, gang membership is more than just the culture of fighting, it can be tied to friendship, companionship and neighbourhood, and **not** necessarily violence; some of those who admitted to being gang members made it clear that they are more than capable of differentiating between *belonging to* the gang and being *an active member of* the gang - the **'ones/small core who fight'** - they don't do that. They report that when **'trouble breaks out and they start fighting, we go home'** because they dislike and are fearful of those

who engage in gang fighting. Therefore the nature of the gang is complex.

- 5.4 For some being involved in/with gangs provides *'something to do'*. In particular the *'territorialism'* associated with gang membership is key to the continuation of many of their social experiences; each neighbourhood has its own gang identity and therefore residents *'are in a gang by association'* irrespective of how long the family have lived there; indeed some families have lived in the same areas for generations. Addressing these issues is also complex and difficult as the challenge is *'to change attitudes as well as behaviours'* - although *'some of us grow out of it'* - which is less about individual grievances and more about defending inter-generational, family and neighbourhood issues.
- 5.5 Territorial or gang boundaries, defined in some cases by housing schemes, or in others by streets within housing schemes, are real barriers to social engagement and movement; they are divided communities: *'certain areas still don't mix, and it's still an area that disorder and violence are coming from'*. In some areas it is a constant problem, for example *'where there is a main road running through, where there is a definite boundary. They are the ones that seem to cause more problems'*. Individuals can not move freely between areas for fear of attack from rival gangs, which inhibits people from utilising facilities and means that *'you can't go and meet up with school pals from any other area'*. In some cases it was stated that *'he is not from here'* and when asked where *he* came from, the response was *'he lives across the road'* or *'round the corner, down there'*. In some cases the distances they were referring to amounted to no more than a few feet or yards down the road.

Gang Fighting

- 5.6 Street/gang fighting in particular is a worry for all and is an inter-generational issue - *'grandparents, parents, brothers have all been in the gang'* and so *'they pass on a lot of stuff'*; and some *'can't see anything else but gangs, drugs and alcohol'*. There were even reports of parents encouraging their children - hanging out of windows shouting encouragement - when a gang fight broke out -

'it is not unusual for a mother and father to agree with what their sons and daughters are doing in being out gang fighting.'

It is also not unusual to find the mothers out supporting them while they are gang fighting'.

- 5.7 The nature of these gang fights is extremely violent and disturbing for the community; in particular the young people spoke very openly about the harrowing experiences some of them have witnessed as a result of gang fighting. These include:

'seeing a family member being stabbed';

'the injuries my brother had – I don't like it when he comes in hurt';

a young girl told of how she disliked gangs because her

'brother had got into trouble because he had been in a gang' ;

and another young person told of how a friend's dad was

'stabbed for trying to stop a gang fight'.

- 5.8 Gang fighting, which occurs *'most nights'*, they also link with the sound of police car, ambulance or fire brigade sirens; these they associate with feeling fearful for friends and family members and themselves but also state that the noise *'keeps you awake when you are trying to sleep'*. However, the majority of young people who participated in this study do not take part in or like what they identify as gang fighting.

Disorder - Alcohol and Drugs

- 5.9 There were also concerns expressed by these communities about alcohol consumption and, to a lesser extent, drug dealing and use. Drink is identified as a key factor in many of the experiences of violence and disorder that characterise the anti-social activities within this area. For example, the police report that - *'the majority of calls we're actually attending I would say [are] more alcohol related'* - and of particular concern is underage alcohol-related disorder – the *'12 to 18'* age group. Many of the shop keepers and workers in the area also report that under-age drinking causes problems, particularly with groups of youths hanging around outside their shops, especially those who sell alcohol. They hang around in order to try and get/intimidate an older customer into buying alcohol for them. On other occasions they can be quite *'abusive'* towards shop assistants who refuse to sell them alcohol as they are under-age. Alcohol is frequently referred to as

'hero juice': it inflames situations and often leads to violence both within the home and on the streets.

'The same kids that you'll get out gang fighting late at night – you speak to them in the morning when they haven't had a drink and they are quiet as a mouse. There's not a problem with them. The minute they are in a group and they are drinking, the group mentality takes over and that is when their behaviour deteriorates'.

5.10 Furthermore, it is reported that domestic calls are also often drink-related.

5.11 The weather too has an impact on levels of violence. Wet weather tends to reduce street anti-social and violent crime whereas in good weather, especially when there is *'plenty of drink about' ... 'that is when you get the "garden parties"',* and the evenings *'especially the weekends'* are when most of the *'gang fights and violence occur. Drugs can be at any time'*. While the police and some adults (shop keepers and youth workers) raised some concerns about the uses and abuses of drugs few of our young participants did. Their main concern in relation to drugs was the discarded needles or litter that were left lying around.

Graffiti, Vandalism and Litter

5.12 There was considerable community concern, as expressed by the young people, youth workers and local businesses (mainly local shops), about graffiti, vandalism, litter, and gangs. Despite the fact that *'there's a lot of regeneration going on ... a lot of better housing'* in some parts of the area, in others all the signs of urban deprivation are evident: run down, old housing stock, characterised by litter, graffiti, broken bottles/glass and windows. The need for better housing and cleaner environments was a constant theme that emerged in interviews and focus group discussions. There were repeated calls for *'a big clean up'* to remove *'graffiti, litter and dogs' dirt'* coupled with complaints about the levels of *'vandalism'* in the area. Many of the young people that we spoke to had a 'real' sense of belonging to and pride in their neighbourhood and were keen to be actively involved in activities, such as picking up litter, to improve their own environment.

Fear of Crime

- 5.13 Groups of youths loitering in the streets are perceived by the community to pose a problem and are often reported to the police as causing concern. The fear of gang and street fighting is so high that any groups of young people hanging around are often assumed by the general public to be problematic whether they are or not; it is the uncertainty, the not knowing what is actually going on that means the police are called and have to respond. However, they don't always find that there is a problem:

'a lot of the time we will get reports ... people armed with knives and sticks ... then you go there and it is a group of local youth. So that is part of our problem as well... the public phone in saying there are unknown gangs ... we get there and there is nothing, apart from maybe half-a-dozen youths'.

These types of call were felt to be a strain on police resources and prevented them from being able to *'go and deal with things that matter'*. It also increases the public's perception of levels of crime when they see/hear the police responding to calls. However, the police report they are now better able to respond to all demands on them due to the enhanced resources of the EPP.

Barriers to Engagement

- 5.14 Fear of crime and/or retribution for reporting crime in the area creates barriers due to the culture of the gang and gang-related activity which is so entrenched in some communities that it creates a "them-and-us" situation for the police. Both the police and some of the locals talked of how some of the *'people are too scared to speak to the police, or people don't want to get the stigma of being known as somebody that speaks to the police'*. Attitudes towards the police were identified as so negative in some cases that:

'it is instilled in the kids... not to be a grass... [and that] kids at four or five wave; ...by the time they're seven or eight they're giving you the 'V' sign'.

These interpersonal barriers to engagement with the police pose problems for policing and breaking down such barriers is a huge challenge and one that the police can only partly address through community engagement. They also need the support and good will of the communities they police.

- 5.15 Community concern was also voiced about a perceived lack of support from some families but also in the criminal justice system. Police and residents would like to see more *'parental responsibility'* or stronger legislation *'maybe anti-social behaviour legislation ... that is going to make them (parents) accountable'*.
- 5.16 Frustrations about the lack of parental support are further exacerbated by what they see as the lack of adequate systems to back up/support the police in policing difficult and diverse populations. There is a concern that too little is done too late for many of these youngsters who are living on the edge – heavily involved in drink, drug- and gang-related cultures. Concern is expressed in particular with current legislation, the Children's Hearing system, partner agencies including Social Work and Children's Residential Homes. There are issues from the Crown Office down to community level.
- 5.17 There are also community tensions between young people and the police with the young people reporting they feel victimised by unwarranted and constant attention from the police - *'they pull us up all the time'*; and they claim that even when they are doing nothing *'they stop you and ask what you are doing and where you are going'*. However, the issue of policing is an interesting one in that while there are those who complain of over-policing, there are also a significant number of people who feel there is a need for more policing to increase public safety. Some report that it is *'good to have more police about'* and that they should *'stop more people'*, whilst another suggested that the police were only perceived as a problem *'if you were in a gang'* but that they were perceived as *'good if you weren't'*. One youngster suggested that there is a *'need for a new law – No Gangs in Easterhouse'*.
- 5.18 The EPP in partnership with the CPP is working to build bridges between the communities, especially with the young people, through their current lines of communication at educational and community level with a variety of educational packages and social events.

Media Representations

5.19 These concerns are further compounded by what the participants in this study have identified as the negative public image or 'bad press' that the area receives.

5.20 Repeatedly comments about the effect of negative media images were heard as it is believed they intensify the problems within the area at the expense of any recognition of the good work and practices occurring there. However, despite these negative press images, within their own area people expressed many positive feelings towards their community where social cohesion can be high because '*everyone knows each other*' and '*you get to develop relationships*'.

'I think it has got a reputation, but when you actually work in the area I don't think it is as bad as the reputation makes it out to be.' ...'I don't think the problems in this area are any worse...poverty and deprivation...are not unique to this area.'

What is different in many ways is that '*we also have a gang territorialism problem here as well*'.

5.21 However, the EPP is, in its approach to community engagement, utilising the media to disseminate information within the community. As previously stated they have taken the innovative step of publicising the photographs and names of community police officers in local newspapers which the community officers report has had a positive effect on building bridges with youngsters:

*'one of the kids going to school said, "I saw your picture in the paper." That's a great thing for a kid to come up and speak to you, [and] if they all come up and speak to you - brilliant. As long as you are getting some sort of communication and they know you are a person rather than "there's the f***** police".'*

Conclusions

5.22 In conclusion, the main concerns of the communities in the Shettleston, Ballieston and Greater Easterhouse area of Glasgow are typical of large scale urban housing schemes, characterised by poor housing stock and deprivation which is evident in the levels of vandalism, graffiti, litter and anti-social behaviour. In particular there are high levels of anxiety about the fear of crime and in particular considerable concerns with

street violence linked with gangs and territorialism. While they report that some regeneration has taken/is taking place, and that this is making a difference, there still remain considerable problems between communities, between police and communities and in particular between rival groups within communities whose activities impact on all who live there. The deeply-entrenched territorial issues associated with gang activities, especially groups of youths loitering on the streets, will not be addressed by regeneration alone and it is felt that closer partnership working in communities, with community groups, and statutory service providers including the police, is necessary to reduce anti-social behaviour and fear of crime and violence. However, a shift in attitudes towards the police is emerging along with evidence to show that the problems faced in this area are being understood at the community level.

CHAPTER SIX FEELING FEARFUL, FEELING SAFE AND POLICING

Introduction

- 6.1 This chapter examines how fear of crime and feelings of safety are strongly linked with knowing your community, being known in your community, individual experiences of anti-social, violent, alcohol- and gang-related behaviour, and policing. In particular it explores the impact of social networks and relationships between and within communities on feelings of safety.

Feeling Fearful

- 6.2 There is a strong fear of crime in these communities and our older participants report that they did not always feel safe and understood why young people also feel insecure *'especially at weekends and in the evenings and when people have been drinking – it is so much more unsafe'*. There were quite considerable fears expressed by many of our participants such as *'we can't open our windows beyond a tiny bit in case someone comes in and steals us or our things'*; others said they feel afraid *'because there are gang fights all the time, every night'* and a group of girls reported how *'one time we were out and it started [a gang fight] and we had to go into someone else's house for shelter'*; while another group of girls reported *'that they had been attacked by a gang – we were just out walking, turned the corner and they started attacking us'*.
- 6.3 Some of our young participants expressed considerable concerns and fears related to anti-social or gang-related activities even when they are in school. They reported that the local school *'is not very good and there is a lot of trouble there'*. What was of more concern is that the school was perceived as a site where much of the gang and anti-social behaviours were arranged; sometimes by word of mouth, sometimes by texts on mobile phones or via web sites.
- 6.4 Feeling fearful at work was also of concern for small businesses. For example, one of the butchers reported how in the past they *'have had problems with gangs coming in to steal their butcher's knives...it was very frightening...you just had to let them go and then phone the police'*. A few of our participants also report having been *'held up...that was frightening'* and on another occasion *'they came in, tied*

my wife up and were verbally very abusive, stole stuff and locked the doors and left her inside...she was very afraid. Fortunately, these incidents are exceptional and for the majority of the shops/shopkeepers the problem is with shoplifting, which they associate with *'gangs of youths...they are just trouble makers'* and/or in some instances *'it is junkies, they're high on drugs and just come in and take things'*; in a few cases it was felt some of the anti-social and abusive behaviour they experienced in the course of their business was also *'racist'*.

- 6.5 Furthermore, fear of crime in the community has also impacted on their businesses. Several of the shops visited reported that they had brought forward their closing time *'to protect our staff from the groups of youths who were hanging around causing trouble'*; some report employing more staff in the evening to increase safety; others have installed grills to their counters to protect staff from potentially violent customers; while others reported that trade in the evenings, especially the dark winter evenings, is often very sparse: *'people around here think 5 or 6 times, do I really need this or can I wait until tomorrow?...It is only if it is essential that they come out'*.
- 6.6 The effect of gang membership and gang activities for *'hard core'* gang members themselves – those who are harder-to-reach - was expressed because they continued to have an impact on the community in which they live; on their families who fear for their safety; and they fail to understand/recognise the long term effects that gang membership can have on their own futures. Many of the younger people we spoke to told of how they were frightened and concerned for their brothers/fathers/uncles/cousins: *'I worry that my brother will get hurt or stabbed or something'* and another who commented *'he is ok when he is in the house; I like my brother, but when he is out there he's doing all that gang thing, I don't like it'*. A number of others reported that they are *'in the gang'* because if you are not you *'get attacked and bullied'*.
- 6.7 Looking beyond the immediate concerns of gang activity, there is considerable community concern about the futures of these young people who are *'hard core'* gang members: *'they don't realise the effect it may have on their future'*. Older members of the community spoke of their own involvement in gangs when they were younger, of how they *'just got involved'* because *'that was just the way it was'*, a

passive acceptance of local cultural traditions; *'you didn't question it or even think about it you just did it'*. Repeated observations were made that you *'just grew out of it'*, though for some gang involvement meant that they had *'done time...serious time'*, but that *'is how it is...you grow out of it'*. For the lucky ones there would appear to be no lasting effect. Unfortunately, for others it is not that easy and they have to live with the effects of their gang activity for the rest of their lives. It was reported that for some it impacts on both their social life and employment prospects: *'they can't get a job because of their record...no one wants to employ them'*; for others employment was difficult because of missed opportunities for training, and for others it was the injuries they have sustained: *'they are marked for the rest of their lives'*. The concern expressed was because young people *'just don't understand that they are going to have to live with it all of their lives, people watching them, after them because of what they did when they were in the gang'*.

- 6.8 Drug-related offences initially appeared to be of more concern to the police and the CPP who believe they have made some significant differences here, which is reflected in some of the participants' comments about there being less evidence of drug dealing on the streets in the area as *'dealing was now taking place from tenement windows...they don't come out anymore'*. The participants spoke of drug crime as more organised and while there was relatively little discussion about drug-related crime this should not be misunderstood as a lack of concern, because in speaking about their communities there were frequent references made to the reckless discarding of used needles and the effect this has: *'it is disgusting all those needles lying around'* and *'they should clean up the junkies' stuff and all the litter'*. What it does suggest is that *drugs* are a problem, it is of concern for our participants, but they do not experience it in the highly visible ways of the other street crimes that contribute to the fear of crime in these communities.

Feeling Safe

- 6.9 Despite the considerable concerns expressed above the majority of participants are quite positive in their attitudes towards their communities. They don't want to move away or live elsewhere - they like where they live, they just want action to address the violence and vandalism and for their fear of crime to be reduced.

- 6.10 Knowing and being known in the community in which you either live, work or both is identified as increasing feelings of safety. Living in the area means that you have an understanding of the gang and territorial boundaries that exist and the significance of these for those who are involved in gang-related activities. Age was also found to be a significant factor in feelings of safety as some of the older participants stated they *'feel safe in the area'* because they have *'got to know everyone'* and while they dislike and can be afraid of the gang- and alcohol-related violence they feel they are less likely to be a victim than younger people.
- 6.11 Similarly, there were varied experiences for the shops in the area. For example some of the established shops – family businesses, some of them more than 30-40 years in the same locale, like butchers and newsagents - reported that they have little trouble as they have an established clientele and know their customers well: knew the grandparents, know the parents, and know the children, so *'we don't have any trouble'*.
- 6.12 The majority of young people who attended the local school reported that *'there is not a lot of trouble in school'* and that they feel relatively safe there although, as reported above, for other young people concerns over safety have led to a number of them opting to go to schools in other areas.
- 6.13 Furthermore, for a number of participants in this study, gang membership was understood as a central part of their lives and identities; it was about belonging to a place, about friendship, safety in numbers, being protected from other gangs and less about the more negative and commonly reported aspects of gang membership. The strong relationship between geographical location and gang affiliation is such that many - young, old and middle aged - refer to their area by its gang name. Consequently, many report that you have *'to be in the gang'*; there is *'no option'* you are *'born into it'* and it affects and includes *'everybody...it's not just the kids, it's the grannies as well'*. However, it should be reiterated that many of those whose identity is gang-linked strongly dissociate themselves from gang fighting.

Policing – Community Complaints

- 6.14 The police came in for some criticism on how they are dealing with the problems associated with intimidation and theft from shops. In particular, a number of participants felt they are too *'slow to respond'* to calls – *'they (offenders) have gone by the time the police get here'*. Perhaps the strongest criticism of policing in relation to this was reserved for the emphasis shop-keepers felt the police put on the need for them to *'provide evidence'*. One of the shops visited was in the process of installing CCTV on the day we visited for this very reason. It should be noted here that the need for evidence is a requirement of the Scottish Legal System. However, there was considerable strength of feeling from shopkeepers/ that the police should be doing more!
- 6.15 Concern was also expressed about the policing of some people who were caught shop-lifting. It was felt on some occasions that the police didn't use *'their discretionary power enough'* or in the right context. For example, it was argued that those you catch shoplifting often are not the problem people - the *'real problems don't get caught...they are too smart or intimidating'* - but the police sometimes charge and prosecute even first time offenders, where a good talking-to - *'giving them a bit of a fright'* - it is thought would be enough to ensure they didn't steal again. One commented that this occurred because the police *'didn't know the locals'*. As with the points made in 6.14 above and 6.16 below, it may be that misunderstanding of the role of the police within the criminal justice system has skewed the perceptions of some. For example, the decision to prosecute is one that is taken by the Procurator Fiscal and not the police.
- 6.16 Participants also felt that the police are not always out on the beat at the right times: *'they are out early in the evenings at seven and eight o'clock but there are fewer around after 10 when the trouble starts'*. This is an area where there is a clear misunderstanding of the tactics of the EPP: the police tactic was to go out early to prevent groups forming, and engaging in street drinking and violent and gang-related activities.

Policing - Community Engagement and Changing Attitudes

- 6.17 Increasing community engagement is being addressed through KIN groups and partnership working. The KIN groups were formed to specifically enhance channels of communication between the

communities and the police. They have provided an informal avenue for enhanced communications within the community to express their concerns and share information with, as well as hearing from, the police about what they are doing to address these concerns. The residents who attend these groups report that they find them useful and that *'that they were happy with the continued communication from the police'*. It is felt that KIN groups are encouraging a willingness within the community to engage more with the police and to report their concerns which are specifically local.

- 6.18 All participants are in agreement that the EPP is improving neighbourhood feelings of safety. High visibility policing is welcomed by all. Residents report feeling safer, businesses report increased communications with the police but also in some cases increased numbers of customers. Almost all of the shops we visited supported the EPP and commented on how it was improving relations with the police: as one commented, *'customers are not afraid to come out at night anymore, because there are police all over the place'*. Shop keepers also report that their customers have commented on the increased police presence on the streets and *'they like it'*. Furthermore, some of the shop-keepers who had commented on having to reduce opening hours because of feeling unsafe also reported that they had recently noticed there were fewer young people hanging around and that there was less trouble than there had been in the past.
- 6.19 Increasing feelings of safety and confidence within the communities the local police and the CPP believe is at least partly due to working in partnership and the improved and extended information-gathering networks – Joint Problem Solving Group - this has created, which allows them - police and their CPP partners - to target and effectively deal with community problems: environmental and criminal. For example, the targeting of drug dealers has had a knock-on effect reported by housing providers: *'we have received fewer complaints about anti-social behaviour particularly in relation to the use of communal places – closes and stairwells – for drug or drinking parties'*. Community residents can see the difference! They also feel that there are fewer complaints in relation to *'dumping, vandalism, graffiti'* and that when there are issues of this nature they are being reported and *'dealt with more effectively and efficiently'*.

- 6.20 High visibility policing is clearly effective. Many who reported having no knowledge of the EPP were quick to comment that they *'had noticed more police about and that things had certainly been quieter...less young people hanging around on the streets'* and in particular the *'bike patrols'* were commented on; *'we like the bike patrols...we think they are a good thing...you see them going past on their bikes all the time'*. The bike patrols also had the added value of encouraging young people to engage with the police in discussions: *'kids talk to you because they are interested in your bike'*.
- 6.21 Schools provided the police with the opportunity to engage with a variety of young people of different ages and backgrounds through a variety of initiatives: visiting schools to give talks and presentations through the use of video, or plays building on the communications already in place through Campus Officers. Many of the young people in this study had very positive views of these police-led initiatives and indeed commented that *'it made you think...when you saw the video...I don't want that to happen to me'*; many others reported that it had made them realise that *'gangs were a bad thing'* and some think that the police should come and *'do more stuff'* with them. All who have had experience of the Operation Phoenix that ran last year have asked for it to be run again and the majority think *'it should run all the time'*.
- 6.22 Community-wide the Test Purchasing scheme was positively received and in particular welcomed by those who sold alcohol. The Test Purchasing initiative is felt to have had a significant effect on the levels of under-age and excessive drinking and the violent and criminal behaviours associated with alcohol. However, some shop workers reported that when you refuse to sell customers alcohol, from some *'you get a lot of verbal...and sometimes that can be quite bad and you feel frightened'*. These shop workers felt more secure as there were *'fewer groups hanging about, there are fewer people on the streets'* outside their shops. They also shared the view with other shop workers that the increased police presence on the street was positive and increased feelings of safety for their customers.

6.23 Conclusions

This chapter has highlighted how feelings of safety are reflective of the experiences of the individuals in the community and identified age as a

key factor in increasing and decreasing feelings of safety. Being known in and knowing your community are significant factors in an increased feeling of safety but hard-core and harder-to-reach gang members who remain at the fringes of the communities face the possibility of living their lives as 'marked' both literally and figuratively and for some at increased risk of violent attack.

However, the EPP is enhancing the feeling of safety for the majority of the community. Some shops have experienced an increase in the number of customers in the evening '**whereas before they would think 6 or 8 times, do I really need to go to the shop tonight...now they just come without thinking...so I think that means things have got to be a lot better**'. This is in direct contrast to the experiences of some businesses who reported that they had, prior to the EPP, reduced their opening hours and closed earlier in the evenings to avoid the problems associated with '**youth and gang fights**' and to improve the '**safety of their staff**'.

Increased engagement with shops and community groups, including schools, has enhanced police-community relations, and had a very positive impact on challenging gang culture and membership amongst young people. The current provision of diversionary activities on offer is very positively received to the extent that they want '**more**'!

CHAPTER SEVEN COMMUNITY DIVERSIONARY ACTIVITIES AND FACILITIES

7.1 Introduction

This chapter discusses how community issues impact on opportunities for engagement in diversionary activities. In particular it explores the current level of provision and the community's perceived barriers to accessing other leisure opportunities such as purpose-built sport and other leisure facilities. It also touches on how feelings of community safety and well-being are being enhanced by local regeneration and the EPP. Many of the residents report being unhappy with the conditions – the fabric of the houses and the environments - they live in. Nevertheless there is a strong sense of belonging to the community and indeed a desire to remain in the area, but an improved and regenerated area. Similarly the young people who attended the many quality youth groups where service provision is of a very high standard - welcomed and enjoyed by those who attended - also have problems with the fabric of the buildings they are located in. However, these young people, happy and welcoming participants with plenty to say, remarked that they *'came every night it was on'* and for the most part were there because they *'enjoyed it [and]...had lots of friends there'* (although some did say they came because *'there's nowhere else to go'*).

Community Facilities

7.2 In some areas there has been little or no regeneration and residents are still living in exceptionally poor housing to the extent some refer to the area as a *'shit hole'* and others report that the *'people that live in it believe that'* and *'that is the problem'* because they have little or no self-respect or experience of the same feelings of safety or well-being as experienced elsewhere. There is also disparity in the fabric of many of the leisure facilities that are available in this area and concern amongst community organisations that despite the *'new builds that are going up, there are not new facilities for people to use'*. This is of particular concern as currently community and voluntary run leisure groups/clubs struggle to meet the demand for and to deliver good quality services – evidenced in the high attendance witnessed when visiting these clubs – in poorer, neglected and often vandalised premises. In some cases buildings have been adapted – for example a tenement building hosted a very well-attended club - but the building

curtails the types of activities provided; it has many small rooms but no big spaces for sports activities like football or badminton. This club uses the nearby secondary school one night a week to provide football. Similarly community youth groups in Barlanark and Tollcross only have access to very poor quality buildings. The fabric of the Community Hall in Barlanark in particular is in a poor condition and the Tollcross group reported that they are developing plans to allow them to improve the condition of the local community hall which they currently are unable to use.

- 7.3 In other parts of the Shettleston, Ballieston and Greater Easterhouse area *'there is a lot of regeneration'* which has brought better housing and community facilities - *'regeneration has helped a lot'*. Some clubs enjoy much better facilities and indeed within the area there are a number of excellent venues - The Bridge, Tollcross Leisure Centre and several other smaller Culture and Sport gyms and swimming pools - bright, airy, dry and purpose-built facilities. There are also a number of red blaes and grass pitches within the area.

Perceived barriers to accessing all available resources

- 7.4 Barriers to accessing community facilities are identified as territorial issues, costs and *'wasted opportunities'*. Territorial boundaries, and the issues of not being able to, or wanting to, cross them in order to access what is available was recognised by all as a significant problem. Fear of and allegiance to gangs, which is closely linked with territorialism, influences and restricts movements within the area. Costs of some facilities are thought to be too high and there was considerable ill-feeling at the *'good facilities'* which remain locked up, while many who could make use of them are loitering in the streets, often causing or *'ending up in trouble'*.
- 7.5 There were strong criticisms of the *'wasted'* community resources attached to schools: pitches, gym halls, libraries and computer facilities that cannot be easily accessed by the community; and when they *were 'let'* the costs were described as either *'very expensive'* or *'prohibitive'*. Frustration over the costs of lets and access to these facilities was deeply felt by many participants who expressed the view that while education and schools were *'very responsive'* to many day-time initiatives they were more concerned with the safety of the fabric of the school and its equipment than with supporting other social issues

outside normal school hours. This waste of resources was repeatedly described as '*shocking*' and '*disgraceful*'.

- 7.6 There is a high demand for community run groups which are less expensive: some charge £1 for an evening compared to the facilities run by Culture and Sport which are identified as being '*too expensive*'; the young people cannot afford '*£5 for a game of football*'. Experienced community workers in the areas who engage with the harder-to-reach groups through street-liaison report that facilities that are free at the point of access are more appealing to all groups; and where they meet the interests of individuals in these harder-to-reach groups there is more success in getting them off the streets; providing the opportunity to change their views/behaviour.
- 7.7 Accessing the blaes pitches is difficult for a number of reasons: in order to use them individuals have to cross territorial boundaries and this they '*won't/can't do for fear of a rival gang attack*'; to use these open spaces for football requires a considerable number of people and typically people hang around in smaller groups; and when there are larger numbers using these open spaces they often become the scene of much of the anti-social and gang-related violence. In fact one participant referred to them as '*the killing fields*'. Furthermore they are often unfit to be played on, due to our inclement weather. Consequently, there were numerous calls for smaller '*5-a-side pitches*' or '*multi-purpose pitches*'.

Engaging with Communities

- 7.8 There is clear evidence that community engagement provides the police with the opportunity to make a difference and change young people's attitudes and behaviours. For example, Operation Phoenix enabled the police to foster relationships with those who traditionally have been harder-to-reach, through a variety of activities such as Outward Bound Activities including gorge walking: '*these kids learn to depend on you and on each other;...this is often a new experience for them...but they have to because of the situations you are in;...it is not easy...it is not meant to be easy...and they love it*'. You have to learn to work as a team and to trust your team members; territorial boundaries don't exist and they don't matter in this context; and it provides the opportunity for engagement between rivals in a non-threatening, non-hostile environment: the '*beginnings of a sea change*'!

These events are highly popular amongst the young people who want to know - *'when is Phoenix coming back?'* – while others would like to see them *'on every week...there should be more of them and they should be more often'*.

- 7.9 The free activities that have in the past, and again during this initiative, been run to bring communities together are very positively received. In general they were well attended by young people from across the Shettleston, Ballieston and Greater Easterhouse Area, which shows that it is possible to bring rival groups together and that it can be done safely. These have included 5-a-side events, dance and music events and most recently a joint venture involving Culture and Sport, the Police and Community Youth Groups, to provide a series of Friday activity evenings in Tollcross Leisure Centre. Observations of these events, which were fun events, showed how quickly the *real* barriers of the street dissipated when young people were brought together in a safe, warm environment with a shared common goal – enjoyment! The provision of mini-buses to bring people to, and take them home from, these events overcame the territorial issues of the streets.
- 7.10 These initiatives are perceived by both the police and community organisations as examples of good partnership and as central to fostering a change in attitudes and behaviour. The cost of running and funding such events was highlighted as a major barrier to their continuance. The community/voluntary sector recognises that serious consideration needs to be given to how the good work already achieved by this initiative is followed through. Some of the groups already interlink on a fortnightly or monthly basis with groups in other areas. The police welcome this as they believe the community should take the initiative in sustaining and continuing to build community relations; however community groups report that in practice there are a number of issues at inter-organisation level which still have to be addressed.
- 7.11 There are two aspects of this initiative that we have been unable to evaluate: the Outdoor Gym, which is a first in Scotland. This was an innovative idea to provide the local population with a new, free-at-point-of-access, healthy diversionary activity. It is an attempt to address the repeated complaints from young people that there is nothing to do and that the costs of pre-existing sporting facilities are

too expensive. It is situated in Sandaig Park and opened on the 6th April, 2008. The provision of this facility was questioned and criticised by the beat police officers and community youth workers: *'thousands of pounds being spent on an outside gym ...you speak to every single Police Officer that's involved...and every single one will tell you it's a waste of money'*. In particular they identified the *'weather in this country – wet weather – no one will use it'*. Territorialism was also identified as a problem as many would have to cross boundaries to access this facility. These concerns were echoed by many of the youth leaders who also expressed the view that the money *'could have been better spent on the resources young people want'*. The other initiative not evaluated is the deployment of the Mobile Youth³⁰ facility, which will operate by going out into the community rather than by encouraging individuals to come to events, and thereby provide a further avenue for community engagement. This facility has been purchased and is currently being fitted out.

- 7.12 Young people expressed contrary views. Their desire was for more safe outdoor facilities that couldn't be vandalised and they suggested that it might be a good idea to have a place fenced off to keep *'the neds out'*; **some of them said they wanted 'somewhere to play outside...build a big park with things to do in it...put in CCTV and a big fence to keep the teenagers out...so it can't get vandalised'**.
- 7.13 The Opening Day, which was a community-wide initiative, proved very positive and the gym in particular was very popular with the young people and has continued to be so thus far.

Conclusions

- 7.14 This chapter has discussed and explored the quality of leisure facilities available within the Shettleston, Ballieston and Greater Easterhouse Area and the difficulties of providing quality facilities for young people to use in deprived areas, along with the challenges for regeneration; the barriers to accessing the quality facilities within the area; and how the police and community groups have worked together to provide alternative routes and opportunities for engaging with young people in a positive and safe way to challenge their attitudes and behaviour.

³⁰ It is anticipated that the mobile youth facility (Youth Bus) will be operational by July/August 2008.

It has also indicated where other partner agencies need to consider how to address the criticisms of the communities they serve by opening up facilities that hitherto have remained closed to the public. New initiatives have been welcomed and proved to be popular with all, including the police, the communities, youth workers and young people. The provision of the outdoor gym is at the moment a matter for debate with some optimistic, some pessimistic and some young people clearly in favour. Only time will tell whether or not it is a good investment.

CHAPTER EIGHT POLICING IN THE BD SUB-DIVISION

Introduction

8.1 This chapter examines police perceptions of the EPP for policing in the BD Sub-Division. The aim of the EPP initiative was to address the needs of the most vulnerable in the community through enforcement, community engagement and, in partnership with the CPP and statutory and voluntary organisations, diversionary activities; these were to include pointing individuals away from crime, facilitating access to support networks and encouraging positive life choices. The challenges for policing this community, the implementation of the EPP including hopes, concerns, experiences of partnership working, and its outcomes are discussed below.

Issues of policing in the BD Sub-Division

8.2 Many police officers talked of the difficulties of policing in an area of high demand where the kinds of issues they are dealing with

'on a day-to-day basis include a gang territorialism problem: gang-fighting and anti-social behaviour, alcohol-fuelled, drug-fuelled crime and a big knife culture, neighbour disputes, and drinking in the street'.

Typically they can expect to deal with a variety of calls on any shift which are characterised by varying levels of violence and disorder:

'territorial gang-related incidents, disorder and violence, which can be anything from low level breach of the peace up to murder, including "domestics"[which] range from an allegation, right up to actual violence...a lot of domestic calls – houses – where there is an absolute barney going on and there can be 20 or 30 people involved...which is a big disturbance problem' and it takes 'the same time and effort to deal with ...' but in some cases 'it is a lot harder to police than a disturbance out on the street'.

8.3 The police, therefore, report *'being a reactive force - that's all we've been doing'*, constantly responding to calls from within the community:

'fire fighting ...we have to attend to quell whatever is going on...like on a Friday or Saturday night – you're just fire fighting basically...'

8.4 Working under such pressures and constraints is identified as especially significant for

'new officers coming in...the lack of experience and the lack of training - they're losing what they should be doing, the art of communication with people because they are what we call a "fire brigade service", they're going from call to call to call to call. They're not getting out there, they're not interacting'.

8.5 Coupled with this is the fact that often when the police respond to calls

'a lot of people (complainants and witnesses) don't want to speak...for fear of repercussion...to their house, property or whatever'.

8.6 Alongside community issues institutional working practices add to their frustrations: *'abstractions³¹'* are problematic in that they deplete the number of officers available for normal duties. For example, *'maybe 10 of us turn up for duty, but there may only be 6 of us on the beat for one reason or another...or there could be even less'* because some officers may be assigned other duties such as *'watching prisoners at hospital or in police cells'*. The officers reported that:

'the job has become more complex...increasing legislation³²...far more accountable...and it's the paperwork and all the things that go with it that keeps the officers off the street...therefore there are more and more officers not on front line'.

Policing the EPP – Hopes, Concerns, Partnership Working and Outcomes

8.7 Hopes

The extra resources for policing provided through the EPP were overwhelmingly welcomed by all of the police officers that participated in this study: *'putting large numbers of cops on the street...a couple of nights a week; ...putting cops back on the street ...[is] a good idea...and the majority of people (police and residents) want it'*. The initiative they believed would allow officers to experience a different way of policing and to interact

³¹ Abstractions are when police officers are assigned to other duties which take them away from their normal beat patrols. For example, having to attend court or supervise an offender in hospital.

³² One officer stated that a recent quotation he had seen was that Labour had put in place 3,000 new laws since they came into power in 1997.

with the communities they police. They stated '*...we don't need any extra powers to deal with the issues, we just need bodies on the street to deal with them*'.

8.8 The perception of these officers is that '*by doing this for 3 months we [will] have helped...[address] the problems [and by continuing it] 'for a long period of time... eventually...will cure it*'.

8.9 High visibility policing by increasing the number of officers on the beat at particularly strategic times - in the evenings and/or at the weekend - they hoped would increase feelings of safety within these communities: '*out on the streets is where the damage is done and that's where we have to have more police officers*'. Ultimately they hoped this would foster better community relations generally.

8.10 The EPP it was felt would facilitate pro-activity on the part of the police officers, which would be a welcome change to allow them '*to be pro-active: working with other agencies and making an impact*' and permit them to spend '*a lot more time going to the schools*' and engaging with '*community groups*'.

8.11 **Concerns**

While there were many hopes for what the EPP could deliver there were also a number of fears and concerns expressed regarding the sustainability of enhanced resources and the potential for this to impact negatively on the community; if '*suddenly it drops off*' the '*people will resent it more*' particularly if the public perception was of a return to high levels of crime related to gangs and anti-social behaviour.

8.12 Officers also expressed a general frustration in relation to the workings of the Criminal Justice System and its impact on both perceptions of policing and the ability of the police *to* police. For example, while Anti-social Behavioural Contracts (ABCs)³³ are effective in that they remove or curtail the activities of certain individuals for a period of

³³ ABC - is a written agreement between someone involved in antisocial behaviour and one or more local agencies. The contract specifies the antisocial act or acts which the person has been involved in, makes clear that the person has agreed to stop and sets out the consequences of breaching the contract, including an application for an ASBO or a possession order.

time they are not a permanent solution. Similarly there is an issue with the under-16's: *'they are the ones who quite happily do something and they know they're only going back to mother or father and there's absolutely no recourse'... 'there's no fear and there's no worry about their actions ...they know that not a lot is going to happen to them'*.

- 8.13 Additional resources of the EPP were welcomed as they had previously felt that they did not *'have enough resources on the street'* but there was concern about whether these levels would be maintained.
- 8.14 They also expressed concern that giving such a high media profile to such a highly visible initiative may have been a questionable strategy because *'all people, be they good or bad, will notice when the police have withdrawn from the street'* and will know *'it's ending at 31st March'* which some officers *'think was not a good idea'*.
- 8.15 In particular the police are concerned that there will be a perception that they are letting the communities down *'...if the plug is pulled on an exercise like this... it just becomes another action plan from the police'*. These fears are grounded in the knowledge that *'there's a lot of people out there that want to see it continued all the time'*. The police also report they have grave misgivings about losing the ground they have gained in developing stronger relationships - with the young people and with the community in general.
- 8.16 It was reported that levels of crime and disorder varied throughout the year and that the achievements of the EPP should be considered retrospectively to take account of these seasonal changes to ensure that it has delivered a sustain a reduction in the levels of anti-social and gang-related crimes.
- 8.17 Another issue is with the displacement effect of moving the anti-social, violent and gang-related behaviours to another area, location or time: for example, increased crime rates in adjoining areas, or as one officer reported, *'the garage in the Edinburgh Road...had noticed on the Sunday nights a slight increase in the ones hanging about, but on a Friday and Saturday night they don't see anyone'*. While these

examples suggest changes in patterns of behaviour in response to the EPP the police are aware of it, and, through adopting the public reassurance model of policing, this type of intelligence sharing should result in the appropriate action being taken.

8.18 While the EPP is about reducing and challenging gang and anti-social behaviour and crime the officers in this study were adamant that initiatives for youths should be available to all young people including *'good kids'*. There is a concern that *'decent kids aren't being catered for'* in quite the same way as those who present with challenging behaviour and histories of involvement in crime.

8.19 Comments from police officers including several Campus Officers identified their preference for engagement with those youths who present with offending/challenging behaviours to include *'buy-in', 'signing a behavioural contract or something'* to get a place on activity programmes like 'Operation Phoenix'. This they feel would counteract the negative perception amongst *'good kids'* that they were being *'excluded for good behaviour'*.

8.20 **Partnership Working**

The EPP was premised on partnership working with the CPP, statutory and voluntary organisations and, as part of its strategy, formed a Joint Problem Solving Group to address the immediate and mid- to long-term needs of the community. This has facilitated close partnership working for the police with a number of partners, including joint ventures with Culture and Sport, Community and Youth Networks, closer working with schools in the EPP area, housing providers, local colleges and GERA.³⁴

8.21 The benefits of partnership working have been evidenced through sharing of information and developing greater understanding of shared concerns. For example, in relation to partnership working with housing the police have remarked that

'it is beginning to address anti-social behaviour problems through the issuing of Anti-social Behavioural Contracts' and they also identify *'...imposing curfews...and imposing*

³⁴ GERA – Glasgow East Regeneration Area.

bail restrictions as more of a deterrent than giving out fines, because it limits [offenders'] activities...they are not allowed out after 7pm and...that's a big punishment'.

8.22 Partner agencies also report their experiences of the EPP as positive. For example, GHA³⁵ are in agreement with the perceptions of the police that there are fewer complaints about anti-social behaviour and that there is also a reduction in complaints about *'those who were using communal closes or stair wells for drinking parties or whatever'*. Similarly, the feeling is that complaints about dumping, vandalism and graffiti have fallen, and that these problems were being dealt with more effectively and efficiently. The Joint Problem Solving Group as a forum for discussion was leading to a *'reduction in duplication of activities'* for agencies and police.

8.23 Also in partnership, this time with Culture and Leisure, the location and operation of the Outdoor Gym³⁶ was identified and developed. It is hoped that this innovative facility will not only provide a healthy, free-at-point-of-access alternative for young people but encourage them, through the provision of programmes of instruction, not only to use the equipment effectively, but also to learn how to instruct others to use the equipment effectively, and ultimately in some cases to enter training programmes to become Fitness Trainers themselves.

8.24 **Outcomes**

The perceptions and experiences of the wider community, gathered through discussions with local youth groups, shops keepers/employers along with some added anecdotal information from their customers, indicates that the impact the EPP has had is very positive as *'people are coming out more in the evenings to shops that hitherto were very quiet – largely due to community fears for personal safety on the streets'*.

8.25 The officers in this study stated that while the police were very good at recording crime statistics, they had hitherto been less so at measuring and promoting the success of initiatives. However, the EPP has provided the opportunity for the police to engage with those in the

³⁵ GHA – Glasgow Housing Association.

³⁶ See point 7.11 where the concept of the Outdoor Gym is more fully explained.

community and report on *'the number of people that are really happy the police are walking the streets'*.

- 8.26 Through the increased resources of the EPP officers on the beat report that *'what we are finding out is that there are a lot of decent people really... because these folk wouldn't normally be going about, but it is now safe'* for them to do so; which is felt to be a direct result of the strategic implementation of the high visibility policing at certain times - in the evenings and/or at the weekend – significantly increasing feelings of public safety.
- 8.27 Officers have also had the opportunity to engage with members of their community hitherto unknown to them - *'we were going out ...and we would stop people who would tell us "I'm at university" or "I'm an IT Consultant"...it is like another planet...'*.
- 8.28 Stronger links have also been forged with local businesses, mainly shops; increased resources meant they could engage more with those they are providing a policing service for. Their impression is that engaging with those who work in the shops has increased knowledge and understanding of each other's problems

'because you'll find that they will stand and chat to you, you know "this happened and that happened" and you tell them what your view is on it and you come to – not a compromise but you get an understanding of both sides and I think they appreciate that'.

- 8.29 Extra resources are clearly making a difference from the point of view of the police officers; affording them the opportunity to better understand and integrate in the community they are policing, but also to better gather and effectively apply information from the community. This they welcome as it allows them to target resources in response to specific intelligence which reduces barriers to effective policing and increases public reassurance through high visibility arrests:

'myself and colleagues go to a house to search it under a warrant and as a result of that...the local community will see us – going and putting a door in and taking people away - they're drug dealers for example – and that is going to have a

positive impact...their quality of life is going to improve...and it has a knock-on effect'.

8.30 Effective and directed policing of community issues increases the public's confidence in the police to effectively address community issues and concerns but also increases confidence in working with the police. For example, residents are more likely to *'tell us about Joe Bloggs around the corner, we will do something about him – action is taken'* so effective policing *'generates more police work'*.

8.31 Therefore they argue that *'the enforcement side is working. I mean just having the troops out and about'* is, as identified immediately above, making a difference.

'We have had a lot of comments that it is good to see so many cops out, even from the young. We had a young guy in the back of the van after a stabbing, he was a witness and he actually said it was nice to see a lot of police'.

8.32 In particular the success of the EPP is being witnessed by the police on the streets:

'I am thinking if you have got people feeling they can reclaim the streets and come back out and if you are building relationships with people within the community who you don't know were there...that I think would be seen as a positive outcome from the EPP'.

Conclusion

8.33 In conclusion this chapter has highlighted the main successes of the EPP and the concerns of the police regarding the policing of these areas. There are many social and criminal issues that characterise the Shettleston, Ballieston and Greater Easterhouse area as has been discussed in this and previous chapters. However, it is evident from this chapter that the police are aware that the challenges of policing in this area are not going to be solved by the EPP alone. There is a deeply entrenched community problem that will need continued and targeted resources to sustain the initial impact, and the continued commitment of partnership working with the support of the community in delivering sustained community changes; however there is clear evidence that the EPP has increased public reassurance and feelings of

safety. The following chapter examines the statistical data collected by the police during the period of the EPP and provides a comparative analysis of these statistics with the previous 5 years.

CHAPTER NINE ACHIEVEMENT ANALYSIS OF THE ENHANCED POLICING PLAN

Introduction

9.1 This chapter provides a statistical overview of the outcomes of the EPP. It examines the relevant data collected by the police for the duration of the initiative in the BD Sub-Division and reported in their Impact Analysis. Their report includes data for the past five years to provide a comparative analysis of crime levels. Information from the CPP Evaluation Report is also included to provide detail on other aspects of the initiative, not inclusive of our more qualitative evaluation process, that were monitored by Strathclyde Police.

EPP Overview of the BD Sub-Division

9.2 The BD Enhanced Policing Plan Impact Analysis³⁷ shows the significant decrease for the key crime and incident indicators:

- Violent crime³⁸ is at its lowest level for 5 years.
- Anti-social behaviour related crime³⁹ has decreased by 7%.
- Anti-social behaviour incidents⁴⁰ have decreased by 8%.

9.3 The table below highlights the level of crime for all of the key indicators for the period of the EPP – October 2007 to March 2008 – in the BD Sub-division and provides the same information for the previous 5 years to allow for a comparative analysis. The table shows that there have been significant reductions in crime levels during the EPP period. A more detailed statistical analysis of the EPP's targeted priorities and specific locations is presented later in this chapter.

³⁷ The data used to compile the Impact Analysis report was derived from the Strathclyde Police Corporate Crime and STORM Analyst databases.

³⁸ Includes all crimes of violence, simple assault and weapon carrying.

³⁹ Includes all crimes of vandalism, fire raising and malicious mischief, breach of the peace, drinking in a public place, being drunk and incapable and urinating in a public place.

⁴⁰ Includes complaints, disturbances, drinking in public, assault, property damage, and suspect persons reported to the police.

Year	2003/04		2004/05		2005/06		2006/07		2007/08	
	No.	% Change	No.	% Change	No.	% Change	No.	% Change	No.	% Change
Crime⁴¹										
Violence	790	---	813	+3%	825	+1%	785	-5%	748	-5%
Vandalism	713	---	853	+20%	883	+4%	970	+10%	773	-20%
Disorder	1175	---	1188	+1%	1377	+16%	1357	-1%	1363	0%
Total	2678	---	2854	+7%	3085	+8%	3112	1%	2884	-7%

Table 2: 5-year crime levels for EPP key indicators.

- 9.4 The above table establishes that for the year 2007/2008, the year in which the EPP ran, from October 2007 – March 2008 there was a significant drop in the levels of vandalism and violence and no increase in disorder. Crimes of disorder (as defined in footnote 39 above) include offences that are more likely to be detected by increased numbers of police on the beat. Whilst overall disorder figures remained consistent, this is as a result of the proactivity of the police on the beat increasing detections⁴² of crimes such as breach of the peace, drinking in a public place, etc. Overall total levels of crime for these indicators dropped by 7% on the previous year's figures which indicates a reversal of the general trend for the previous 4 years to 2007 where the levels of violence, vandalism and disorder were increasing.
- 9.5 Vandalism was down by an overall massive 20% in 2007/2008. Violence was down by 5% in 2006/2007 and a further 5% in 2007/2008. Similarly disorder had been escalating in previous years, particularly in 2006/2007, but dropped by 1% last year and in 2007/2008 has remained static⁴³.
- 9.6 In tandem with the deployment of extra beat officers to address anti-social and gang-related crimes during the period of the EPP there were also a number of other innovative approaches to partnership working

⁴¹ Violence - Selected Group 1: Crimes of Violence (Murder, Attempted Murder, Robbery, Abduction, Serious Assault) & Selected Group 6: Miscellaneous Offences (Simple assault)
Vandalism - All Group 4 Crimes of Vandalism, Fire Raising and Malicious Mischief
Disorder - Selected Group 6: Miscellaneous Offences (Breach of the Peace, Drunk and Incapable, Street Drinking, Urinating, Racially Aggravated Conduct)

⁴² See Table 7, point 9.23 re increased detections and proactivity of officers.

⁴³ See – points 9.4 and 9.23 in relation to the disorder statistics.

adopted. These initiatives and their achievements within the EPP period are summarised below.

Output Description	Target Outputs set 2007/08 Number	Actual Outputs achieved 2007/08 Number
Offenders participating in restorative justice measures	180	113
Square metres of environmental improvements	7680	244,820
Mediation cases supported to resolve neighbour disputes	40	56
Initiatives to encourage safe and responsible drinking practices	12	15
Advisory sessions on personal safety	90	153
People undertaking pre-vocational training	70	0
People undertaking vocation training	30	20
Promotional initiatives – media articles and information leaflets etc.	6	29
People in receipt of information on local issues	20,000	636,000
Individuals taking part in community engagement activity	400	1,150
Children and young people taking part in community engagement	3,000	3,533
People participating in programmes to reduce ASB	50	280
People undertaking sports coach/skills training	20	20

Table 3⁴⁴: Initiative Targets and Outcomes for the EPP

9.7 Table 3 above identifies that the EPP performed significantly beyond the targets set. Most notable are the outstanding achievements – some

⁴⁴ Figures adapted from the CPP Evaluation Report, 31st March, 2008.

32 times the target set - in the number of square metres of environmental improvement and the number of people in receipt of information on local issues; approximately 6 times more people on ASB Programmes; 3 times the number of people involved in Community Engagement; and 50% more advisory sessions on personal safety were delivered. The EPP is an example of how following the ethos of the public reassurance strategy and using EPIC templates has identified the specific issues for action in these areas with high crime rates.

- 9.8 In all but three areas targets were hit or exceeded. These three areas are the number of people engaged in restorative justice measures, the number of people in pre-vocational, and the number of people in vocational training. The under-achievement in getting youths into training programmes is largely due to the tight time-scale of the EPP. The police were still in the engagement/diversionary stage during the period of this evaluation of the plan but they hope to move youths through into training programmes in the future. There also has been the recent development of the Fort shopping centre which, it was reported by one of the CPP agencies, had recruited staff locally.

KIN Groups

- 9.9 Alongside these initiatives the police were also involved in developing four Key Individual Networks (KINs) for the areas covered by the EPP: one in Easterhouse, one in Parkhead/Tollcross, one in Barlanark/Wellhouse and one in Springboig/Greenfield. The KIN groups met on a monthly basis; three times⁴⁵ on average during the EPP period. Each group meeting was attended by two or three community police officers and representatives from the local communities – typically between five and ten residents. These groups were established to encourage another level of community engagement: not an ‘action group’ but a semi-informal meeting for the two-way exchange of information between the community and the police. They also allow the police to gauge community feelings of safety and to assess how successful the community feel the EPP has been in increasing public reassurance.

⁴⁵ These groups were not in existence prior to the deployment of the EPP and were established as part of the initiative; they did not therefore meet initially but did, and are continuing to, meet on a monthly basis since they were established.

- 9.10 The establishment of these groups was led by a named sergeant and constable – they had the task of encouraging key local residents to become involved, explain the role of the KIN groups, and to listen to and report back on the concerns raised by the community representatives who attended these meetings. The officers also produced leaflets for each of the local areas highlighting what the Signal Interviews (2007) had identified as the key issues for policing. This encouraged a response from the public who it would appear were more willing to report issues to the police. By responding effectively to these concerns community relations and reassurance were enhanced. In particular the establishment of the Wellhouse/Barlanark group was felt to represent a major achievement as these two communities straddle the Edinburgh Road Corridor, the site of much gang-related activity which hitherto has been an insurmountable barrier. The establishment of this group has now provided a forum for representatives from these divided communities to meet and hopefully build bridges.
- 9.11 The KIN groups as part of the public reassurance strategy, and a forum that the police are hoping to continue beyond the EPP period, were found to be useful and informative by the police and residents. The residents are reported to be **'happy that the police were allowing these meetings to take place'** and that the meetings allowed residents to **'report specific problems'** and to hear of the deployment of resources in relation to local concerns. Typically, residents reported that the communities were aware of the increased presence of officers including community enforcement officers on the streets which they welcomed; the general opinion was that all residents felt their areas were increasingly quieter.
- 9.12 Information sharing at KIN meetings included issues such as dog fouling; parking; street lighting; rubbish collection, especially of bulky items; the use of air guns; identification of individuals or families that are problematic; speeding, including suggestions/requests for Twenty's Plenty signs; requests for positioning of CCTV and deployment of community enforcement officers in particular areas of local concern; concern over environmental issues such as densely wooded areas which allow youths to hide from the police and/or to establish drinking dens away from public view; locations of particular community concern regarding gang fighting; and suggested locations where better

use of currently under-utilised facilities or vacant ground could be made.

- 9.13 The police were also able to respond by reporting on actions taken or pending and through the Joint Problem Solving Group were also able to report on the progress made by partner agencies, for example Land and Environmental Services, on issues that were not directly police related. They were also able to report on the use of CCTV cameras and deployment of extra resources in relation to the needs of the local community and for policing. For example, prior to the instalment of Mosquito⁴⁶ devices they were able to explain what they were and why they were being deployed in a particular area.
- 9.14 Thus KIN groups were found to be extremely useful in facilitating good communication between the police and residents. Residents in attendance were in a position to cascade the information back into their local community and consequently to raise the public's reassurance as to the policing of their local areas.
- 9.15 These groups have also identified that within the communities residents and local groups are pulling together to campaign for change. For example, in one of the meetings it was reported that residents were getting together and had started a back-to-front street club with the aim of bringing the community together to take part in community activities. In one particular community residents, including some 200-300 children, were expected to attend a local meeting to challenge the local council about the perceived lack of youth facilities – specifically to examine the possibility of using the facilities available in the local school outwith school hours.

Statistical Analysis of the EPP Targeted Priorities

- 9.16 The table below – Table 4 - provides a 5-year comparison of the recorded level of ALL crimes by area for the period in which the EPP

⁴⁶ Mosquito devices emit a high pitched sound that can only be heard by younger age groups. The rationale behind using them was to disperse or discourage groups of youths from gathering in identified 'hot spots'.

ran. It clearly illustrates the positive impact that the EPP has had on crime levels in each of the specifically targeted communities⁴⁷.

9.17 Compared to the previous year, 2006/07, even with an extra category of FPNs⁴⁸ included, the grand total for all recorded crime in the target areas had decreased by 7% overall in the six specifically targeted areas. Variations are evident in the percentage decreases in each of the target areas, but it should be noted that these figures refer to all crimes and not just the targeted priorities identified in the initial Signal Interviews (2007)⁴⁹ which were carried out at the beginning of the EPP.

Area Name	2003/04	2004/05	2005/06	2006/07	2007/08	Grand Total	% Change
Parkhead	692	828	883	809	631	3843	-22%
Shettleston/Tollcross	763	679	680	732	661	3515	-10%
Springboig/Greenfield/Barlanark	483	542	688	664	506	2883	-24%
Easterhouse	519	561	567	575	573	2795	0%
Wellhouse	221	244	267	332	298	1362	-10%
Other - Fixed Penalty Notices	---	---	---	---	215	215	---
Grand Total	2678	2854	3085	3112	2884	14613	-7%

Table 4: Levels of crime for October to March for the 5-year period 2003 - 2008

9.18 The table above illustrates that for the period 2007/08 there is evidence of a significant decrease in all crime across the sub-division areas which is in direct opposition to the experience of the previous four years where it can be clearly seen that the trend was of increasing crime year on year.

9.19 Table 4 also identifies that the Springboig/Greenfield/Barlanark and Parkhead areas have experienced an astonishing decrease in all crimes of 24% and 22%, respectively. Shettleston/Tollcross and Wellhouse areas have also experienced a significant 10% decrease over the period. However, from these statistics it would appear that crime levels in Easterhouse have remained consistent, but it should be remembered

⁴⁷ The EPP specifically employed the Public Reassurance ACPOS Strategy and implementation of EPIC Action Plans into these 6 specific areas. Hence the Public Reassurance Strategy helped make significant differences including Environmental cleanups and diversionary tactics in partnerships.

⁴⁸ Fixed Penalty Notices could not be disaggregated by location. Furthermore, they did not come into operation until September, 2007.

⁴⁹ An explanation of Signal Interviews can be found on page 27 – see 4.15 and footnote 27.

that this refers to all crimes and therefore may have the effect of minimising any decreases in the targeted priorities. A more in-depth analysis of the targeted priorities follows later in this chapter.

9.20 Strathclyde Police’s incident analysis also shows that in the half year in which the EPP ran there was an 8% decrease in the number of Anti-social Behavioural Incidents⁵⁰ and more specifically a 7% decrease in the period in which the plan ran, as can be seen in table 5 below.

ASB incidents and % change				
	Annual Statistics		EPP Period Statistics	
Year	Number	% Change	Number	% Change
2004/05	4464	---	1074	---
2005/06	4831	+8%	1350	+26%
2006/07	4750	-2%	1260	-7%
2007/08	4381	-8%	1177	-7%

Table 5: Comparative statistics on ASB incidents

9.21 Similar decreases in the number of recorded incidents (incidents reported to the police by the community) can also be found within each of the specific locations where the EPP was deployed.

⁵⁰ An explanation of what is included as Anti-social Behavioural Incidents can be found on page 61 – see footnote 37.

Area	2004/05	2005/06	2006/07	2007/08	Grant Total	% Change
Shettleston/Tollcross	1355	1215	1258	1162	4990	-8%
Springboig/Greenfield/ Barlanark	1094	1337	1243	1125	4799	-9%
Easterhouse	997	1039	1049	1027	4112	-2%
Parkhead	552	731	670	569	2522	-15%
Wellhouse	466	509	530	498	2003	-6%
Grand Total	4464	4731	4750	4381	18426	-8%

Table 6⁵¹: Levels of recorded incidents - period October to February – by year for the last 5 years.

9.22 The table above illustrates the level of decrease in recorded incidents by area. While recorded incidents are still slightly higher than they were in the same period in 2004/05 they are significantly down in comparison to the 2006/07 figures and mark a reversal in the recent trends of rising crime and recorded incidents. Parkhead has recorded the highest decrease of around 15%; Easterhouse the lowest of approximately 2%; and Springboig/Greenfield/Barlanark, Shettleston/Tollcross and Wellhouse recording decreases of 9%, 8% and 6% respectively. Overall for the period October to February this represents a decrease of 8% in all recorded incidents.

9.23 Table 7 below highlights, for the entire area covered by BD subdivision (and not just the specifically targeted areas where the Public Reassurance Strategy/EPP was deployed), the levels of crime while the EPP was in operation and allows for a comparative analysis with the previous four years and for the same period October- March. The first five columns reflect crime levels and show an increase over the 5-year period, with the exception of vandalism, for the period October to March annually. Such an increase is explained as police generated – pro-active policing means more crimes are detected – and would be entirely consistent with more police being deployed on the streets and therefore detecting more criminal activity and does not necessarily

⁵¹ Table adapted from the Impact Analysis for the BD Enhanced Policing Plan. They cite the source of the statistics as STORM Analyst Database (October – February). STORM statistics were not available for March 2008 at the time of writing this report.

mean there is more crime being committed. The second five columns reflect the levels of crime but with the figures statistically adjusted to take cognizance of the enhanced policing effect. Consequently they reflect a significant decrease for all of the targeted crime priorities with an overall decrease of 15%. More specifically vandalism is down by 27% and crimes of violence and disorder are overall down by 6% respectively.

Crime	Levels of crime – October to March by Year					Level of Crime (Excluding Police Generated Crimes) – October to March by Year				
	2003/04	2004/05	2005/06	2006/07	2007/08	2003/04	2004/05	2005/06	2006/07	2007/08
	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.
Violence	182	196	184	193	202	130	148	135	151	142
%Change		+8%	-6%	+5%	+5%		+14%	-9%	+12%	-6%
Vandalism	192	197	227	275	200	192	197	227	275	200
%Change		+3%	+15%	+21%	-27%		+3%	+15%	+21%	-27%
Disorder	373	379	405	418	491	161	176	214	236	223
%Change		+2%	+7%	+3%	+17%		+9%	+22%	+10%	-6%
Total	747	772	816	886	893	483	521	576	662	565
%Change		+3%	+6%	+9%	+1%		+8%	+11%	+15%	-15%

Table 7⁵²: Level of crime for October to March for the 5-year period 2003-2008 (Total and adjusted figures as above)

9.24 In particular the Impact Analysis indicates that selected crimes have risen as a direct consequence of the pro-active approach to policing that the EPP deployed. The high activity of police on the streets has clearly impacted on the number of detected crimes. The results can be clearly seen in the table below.

⁵² Unadjusted crime statistics were sourced from Strathclyde Police Crime Database. They also excluded the following: Street Drinking, Weapon Carrying, being Drunk and Urinating in a Public Place.

	2003/04	2004/05	2005/06	2007/07	2007/08
Street Drinking	205	194	173	172	222
Urinating in Public Places	7	9	18	10	21
Carrying of Offensive Weapon	52	48	49	42	60
Total	264	251	240	224	303
% Change		-5%	-4%	-7%	+35%

Table 8: Increased crime figures as a result of pro-active policing.

9.25 Immediately following the EPP period a further round of Signal Interviews were carried out with the same people⁵³ who had answered the initial Signal Interviews in 2007. The results of these interviews are presented in the table below.

Area	Rate area as a place to live? 10=very good/1=very poor			Safe Walking after dark? 10=very safe/1=very unsafe			Fear of Crime? 10=significant fear/1=no fear of crime		
	Pre	Post	Change	Pre	Post	Change	Pre	Post	Change
Barlarnark/Springboig/Greenfield	6.3	6.3	0.0	3.9	5.7	1.8	5.8	6.0	0.3
Easterhouse	4.6	7.6	3.0	3.9	6.7	2.8	6.2	4.8	-1.3
Parkhead	3.7	5.5	1.8	3.7	3.4	-0.3	6.6	6.4	-0.3
Tollcross/Shettleston	6.1	6.2	0.1	5.4	4.3	-1.1	6.2	5.1	-1.1
Wellhouse	5.8	7.2	1.3	4.0	6.7	2.7	7.1	5.6	-1.5
Total	5.5	6.5	1.0	4.2	5.3	1.1	6.3	5.6	-0.7

Table 9: Selected responses to post-EPP Signal Interviews.

9.26 Table 9 above shows that in general the interviewees' feelings of safety in their local areas are increasing. In particular there is a significant increase in how the people of Easterhouse now rate the area they live in. Similarly, residents in Easterhouse and Wellhouse report feeling significantly safer and having a reduced fear of crime at the end of the EPP initiative.

Conclusions

9.27 This chapter has examined the key performance indicators set for the EPP and found that it has achieved and in some cases performed well

⁵³ These interviews were carried out by Police Officers and they contacted all who had agreed to this at the first stage interviews and for whom they had current contact details.

beyond its targets. Consequently the evidence suggests that by following the principles of the public reassurance model, adopting a problem-solving approach, working in partnership and pro-actively policing, a significant improvement to crime levels and environmental conditions has been achieved within the area; and better communication through the media and KIN groups has improved relations and increased public reassurance within the community.

CHAPTER TEN CONCLUSIONS AND RECOMMENDATIONS

Introduction

10.1 This chapter discusses the success and areas for future development in relation to the experiences of the EPP. It reports on the benefits and barriers faced in these communities in addressing the issues of anti-social behaviour, and group-/gang-related crimes, and presents recommendations based on the experiences of the participant population.

Conclusions

10.2 The EPP has delivered the feeling of a safer environment for the community, which many of the partners feel is in response to the high visibility of the increased presence of *'police in yellow jackets'*; this has *'a positive impact on fear and perceptions of fear'*. Similarly, young people also *'feel safe when the police are about'* and at the events that have been run under the EPP *'where there is a police presence.....they can go....and feel safe'*. The agencies in the Joint Problem Solving Group all report that there has been a noticeable decrease in the number of reports of anti-social and group disorder complaints. They have also identified how working as a team has brought to the table organisations that previously had less of a co-ordinated working arrangement and that this has proved to be a good experience.

10.3 There is clear evidence of increased and effective partnership working. The opportunities have been identified by all those involved in the process of delivering the EPP and, in consultation or working with other agencies, of the potential for continued partnership working in delivering safer, cleaner and sustainable communities. Regeneration is part of the process and through closer partnership working many of the processes of delivery-linked or joined-up services have been put in place. This leaves this community in a very positive position to move forward and to co-operate in offering support, diversion and opportunity: support to desist from engagement in gang culture, diversion in offering other recreational activities, restoring pride and self-esteem through improved environments free from litter, graffiti, and vandalism; and to provide pathways into training, education and employment for those who wish to make positive life choices. The EPP

has *'impacted on disorder...[in general and]...youth disorder'*, including group disorder, drug and anti-social behaviour; *'messages are getting through to people, especially to the ones who start trouble'*.

- 10.4 The plan has reduced recorded crime within the area, produced cleaner, healthier environments and more attractive communities. For example, identifying hotspots and sharing information between the partner agencies has enabled resources to be targeted on specific issues such as graffiti, which is removed very quickly and efficiently, and on known individuals who are causing problems. Swift and effective action in dealing with issues is noted by the community - *'people are seeing that'* issues are being dealt with and *'it makes a difference'* for them!
- 10.5 Some facilities are in greater need of attention than others and this report has highlighted where particular attention needs to focus on improving community provision - for example, in Tollcross, Barlanark, and the current facilities occupied by FARE in Easterhouse where those involved are doing excellent work with very little resources. However, there are also a number of very excellent facilities and it is hoped that by continuing with joint projects it will help to reduce barriers to movement between areas and so open up access to these facilities for more of the general population. While it is recognised that funding and resources are always an issue, the experience of working in partnership on the EPP is that it has made *'it easier to use resources'* and that the extra funding has been *'much appreciated'*.
- 10.6 Test purchasing and the assistance received from GC&SS from their mobile CCTV cameras was welcomed by the majority of shop owners/keepers/workers, particularly those who sell alcohol. It had decreased the abuse they get from those under age or under the influence of alcohol whom they refused to serve but also stopped groups of youngsters hanging around outside the shop and trying to coerce legitimate customers into purchasing alcohol for them.
- 10.7 The EPP has made considerable headway in addressing the issues of territorialism; it has *'helped in breaking down barriers, addressing territorial issues and helping young people to move beyond the gang culture and engage'*.

- 10.8 Caution needs to be exercised to ensure that diversionary and support initiatives are inclusive of all in the community and do not only target those with identified behavioural problems in an area such as this where many face multi-deprivation. For example, GERA are in a position to support the community with education, training and employment opportunities. Part of their goal in regeneration is developing sustainable long-term employment opportunities for these communities.
- 10.9 The territorial boundaries that exist in this geographical area need to be recognised as real barriers to integration for some. There are still issues to be addressed in bringing about *'cohesion in partnership working' although the EPP has 'brought a variety of people together that might not have been at the table beforehand'*. It has also served to facilitate a *'process where we all have a common agenda'*, in particular in *'developing opportunities for young people'*. However, some feel that the short time scale of this project has not provided the opportunity to *'engage with young people and ask them what they want as opposed to providing activities for them'*.
- 10.10 There is concern that some of the current sanctions – bail, sentences and community service - imposed by the Criminal Justice System and the Children's Hearing System, were too soft and not appropriate – e.g. when somebody who is found guilty of *'running about with a machete,...[or] a bit of wood chasing somebody'* only gets *'a hundred hours of community service'*: this type of sentencing they feel shows a lack of support for what they are trying to do.
- 10.11 Lack of resources is a real threat: sustained funding for the continuation of the EPP needs to be secured. Cost benefit analysis might be a useful exercise to establish if any savings elsewhere can be off-set against costs. For example, is it possible to transfer savings made in one area - fewer broken windows, bus shelters etc. - to provide extra support for community concerns. In addition the experience of the EPP has highlighted the problem of the current funding mechanism – awards of monies that have to be spent in tight timescales. CP partners report that they would like to have been able to spend more time planning, and in particular they feel that generally *'the public are not involved enough'*. The experience to date has been good and all the agencies are working together, but *'what is missing is*

the public representation; members of the public should be involved' and included in the problem solving meetings.

- 10.12 Any lack of continued support could lead to loss of faith in the police and other services to provide and sustain safe communities. The backlash if the current situation is not sustained has the potential to increase negative attitudes towards the police.
- 10.13 This initiative has provided the opportunity to develop and extend ways of engaging through education and social events. It is identified as a first step in a process, albeit a good step. However, caution was expressed that even although in-roads had been made, building on them may be slower – *'it is important to educate people and sometimes you feel like you've hit a brick wall'*.
- 10.14 It has also provided the blueprint for continued and closer working with and between community planning partners. The experience of the EPP is reported by most as having been *'a very good initiative'*, and without exception there is a recognised need for the EPP *'to be continued'*.
- 10.15 In short it provides the basis for developing packages to address community concerns, issues of enforcement, and to increase or improve the diversity of facilities on offer. Using the EPIC templates and group working experiences has been excellent and has targeted issues for attention.
- 10.16 The EPP, the police feel – and a number of other participants in this study share this view - has been *'first class in building public reassurance. It has improved the quality of life in some areas, and it has improved co-ordination among agencies. This has set up a framework to build upon'*.

Recommendations

- 10.17 A number of issues have emerged as relevant to the police and to their partner agencies in sustaining the success of the EPP. The main areas for consideration in relation to this are highlighted below.

- 10.18 It is important for public reassurance that high visibility policing be sustained in the community.
- 10.19 It is likewise important that the good practices of community engagement established here are continued and where possible extended. The community itself requires a forum where its concerns and aspirations can be heard. Equally so it is important for the community to know and understand how service providers are dealing with community issues.
- 10.20 Engagement with young people in school and at informal events or diversionary activities should be sustained to build stronger relationships between the police and local young people. This provides the opportunity to encourage them to make positive life choices and divert them away from gang- and alcohol-related crimes and violence.
- 10.21 The provision of diversionary activities, such as music and sports events, should be continued as these facilitate interaction amongst young people who in the normal course of events would be divided by territorial and gang-related issues. More of these types of events it is felt will foster new relationships and contribute to breaking down territorial and/or gang barriers.
- 10.22 Affordable and accessible facilities are necessary to meet the needs of the local community. Consideration should also be given to the utilisation of existing resources such as school sports and computer facilities outwith normal school hours.
- 10.23 There is a need for the development of a range of pathways, to support the residents of this diverse community in accessing education, training and employment opportunities.
- 10.24 The experience of the Joint Problem Solving Group is something all of the partners would like to see continued. It is a good example of the ethos of Community Planning Partnerships and had been identified as a 'blueprint to build upon'; it could be developed – to include other

agencies/groups not currently involved - or strengthened on the basis of the good foundation established thus far.

- 10.25 The success of the test purchasing scheme, to give only one example, highlights the importance of putting in place mechanisms to further co-operation between the CPP, local businesses and the community. Addressing local issues quickly increases public reassurance, improves the environment and helps to foster pride in the community.
- 10.26 It is important that the communities are consulted to improve service provider/community relations and increase feelings of safety within the community. Sustaining the growing involvement of community groups and residents is dependent on the police and their partners in the CPP continuing to listen and respond to the local community concerns and needs.
- 10.27 Continued funding is essential to sustain resources whether that be the enhanced policing levels of the EPP; more diversionary activities; new facilities; and/or regeneration of the community.
- 10.28 For the community to continue to grow and become pro-active in its own future development it will require the continued support and guidance of all the partner agencies.

In Fine – A Final Word

- 10.29 This evaluation has found that overall the EPP has been a very successful initiative for the police and all of the partner agencies which were involved in the delivery of services or in partnership working with the police to effect change in the Shettleston/Ballieston and Greater Easterhouse areas. Developing the plan in line with the Public Reassurance Model and delivering service in relation to targeted priorities identified through a Problem Solving strategy has provided a sustained and focused plan for addressing community issues and concerns.

While there are also concerns from some as to the sustainability of enhanced levels of policing, and a fear of a regression to what things were like previously, the plan itself was to change attitudes and

behaviours. It never was a plan that only considered enhanced policing levels.

Consequently, with new and improved lines of communication, increased public confidence in the policing of their area, improved perceptions of their own areas as places to live, and reduced fear of crimes, partnership working and the commitment of all – statutory, voluntary and community services and local residents – to effect sustained change leaves these communities with the opportunity to continue to develop and prosper.

CHAPTER ELEVEN SUMMARY FINDINGS

- 1 The EPP has been welcomed by the police and the majority of the wider community who would all like to see it continued. Residents report that it has increased feelings of safety knowing that there were more police about and some shop keepers report seeing more customers in the evenings.
- 2 The EPP has provided the police with the opportunity to address some of the major issues within the area including knife crime, and alcohol-fuelled, drug-fuelled, anti-social behaviour, and to foster better police - community relations. In essence the police went from reactive to proactive policing.
- 3 During the period of the EPP violent crime fell to its lowest level for 5 years. Anti-social behaviour related crime decreased by 7% and anti-social behaviour incidents decreased by 8%.
- 4 This evaluation has found that the EPP met and exceeded its expectation across the majority of its targeted priorities.
- 5 Many shopkeepers report problems with shoplifting and the purchasing of alcohol. They experience verbal abuse from those they have refused to sell alcohol to and from youths hanging around outside in an attempt to get other customers to purchase alcohol for them. A few shopkeepers have experienced more severe levels of violence. However, test purchases and the increased presence of police and better use of CCTV and more effective policing were thought to be making a difference.
- 6 The EPP has allowed police officers to be pro-active - rather than reactive - in their approach but they feel that the level of policing provided during this period should be understood as '*enough*' and not as '*enhanced*'.
- 7 Pro-activity they identify as engaging with their communities: increased stop and search of people and vehicles; investigation of low-level crime such as graffiti tags etc; working with the local schools and visiting community groups and shops in the area to hear and discuss their views and concerns.
- 8 Closer partnership working has improved community services in that problems have become more transparent through the sharing of information which means they are dealt with more effectively: for example, working with the Land and Environmental Services in cleaning up of areas – removal of graffiti and litter – and with housing

- providers who report that they are receiving fewer anti-social behavioural complaints.
- 9 There is evidence of a shift in attitudes amongst the youths who called for '*No gangs in Easterhouse*' and signs to be put up saying '*Keep Your Area Clean*'.
 - 10 While there was a strong anti-gang attitude emerging, for some this was more complex in that they disliked gang-fighting, but "the gang" provided friendship and safety: individuals felt protected from other gangs. What became apparent is that gang membership does not always mean involvement in gang violence.
 - 11 There is a strong demand for more affordable and accessible facilities in these areas. Local community groups were found to be more accessible than Culture and Leisure facilities which were reported to be expensive and involve having to cross boundaries to access them.
 - 12 Securing the necessary funding to ensure the continuation of the EPP is of considerable concern to the majority of the participants.
 - 13 There were strong calls for existing community facilities such as schools to be opened up in the evenings and at weekends. It was considered to be '*disgraceful*' that these facilities were lying unused and closed to the public outwith school hours.
 - 14 A highly visible presence of the police should be sustained.
 - 15 Partnership working should be sustained and developed to meet the continuing needs of the communities.
 - 16 Continued work with partnership agencies is identified as necessary in order to provide opportunities for those who wish to desist from engagement in gang-related activities.
 - 17 Young people would like to see 'Operation Phoenix' run all the time and there is a need for opportunities for integration, through joint youth events.
 - 18 Some feel that there is a need to provide more for those youths who are not on '*the edge*', as they feel the '*good kids*' can be overlooked.
 - 19 The police and their partners in the CPP identified as a priority the need to engage more with the communities – the people of the communities need to be consulted on developments.
 - 20 Continued working with schools to engage with young people in non-confrontational environments of '*them-and-us*' was identified as crucial for breaking down barriers and changing attitudes.

- 21 Continued partnership working was identified as crucial in supporting residents to become pro-active in developing and sustaining safer communities.
- 22 Age was found to a factor in feelings of safety and mobility within these communities. The older you were, the longer you had lived in, were known in and knew your community the safer you felt.

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Summary of Participants

Participants	Number
Patrol Officers	25
Community Police Officer	10
Traffic Officer	2
CID	5
Supervisor	1
Licensing Officer	1
Community Planning Officer	1
Youth Worker	14
Shop Worker	47
Youths	63
CPP	12

Due to the nature of the EPP it was the operational officers in the community who were pro-actively policing during the period that were targeted for their views.

Police Focus Group Interview Schedule

Police Focus Group Questions

1. What is this area like -
 - What are police perceptions of this community, (positive and negative)?
 - Street Violence
 - Drug crime
 - Car crimes
 - House breaking
 - Other
 - How do you view safety and fear of crime in this area?
 - Violence
 - Individuals
 - Gangs
 - Other issues that are equally, more, or just as important
 - What issues or behaviour do you identify as the most significant in contributing to feeling of fear of crime in the communities you police?
 - Interpersonal offences
 - Organised crimes
 - Property offences
 - Anti-social behaviour
 - Other
2. What are the problems for policing this community –
 - What are the main problems/barriers in policing?
 - Lack of community support
 - Resources
 - Gangs
 - Poor inter-agency communications
 - Partner responses (help / hinder)
 - Other
 - What are your expectations/hopes/aspirations for the Enhanced Policing policy?
 - Improved community relations with police
 - Improved community relations within and between gangs
 - Improved relations between sectors of the community
 - Interpersonal and geographical
3. How will this project change community relations -
 - How do you envisage the Enhanced Policing Plan assisting you in meeting the demands of the community?

increasing public reassurance – safety

addressing issues of criminality to foster better relations

- What/where do you anticipate the advantages of this policy are most likely to be felt by the community?

Improved relations between: residents, police and youth evidenced in:

Better reporting

Intelligence gathering

Reduced crime

Other

Reassurance -

Fewer people reporting feelings of insecurity in their communities - home/ on

the street/ both

Other

4. Can you give examples of how things are changing since the beginning of this project?

What is working best

What still needs to be addressed

Examples of good practice – could be anything from police work to inter-agency work

Other

Youth Leaders Focus Group Interview Schedule

YOUTH LEADERS – QUESTIONS

Date:

Gender

Age

Club:

Your job/role

- How long have you worked here?
- What do you do here?
- What activities do you organise?
- What activities are your club involved in?
- Are you involved in other initiatives other than this club?

Perceptions of the area

- Do you live in this area or do you work here?
- What do you like about the area?
- What do you dislike?
- What would make it better?

Feeling safe

Note: Explore the differences in working and living here

- Do you feel safe in this area?
- During the day?
- In the evenings?

Young people/Gangs

- What kind of young people come here?
- Why do they come?
- How often do they attend?
- Do they attend more at certain times of year (winter/summer etc.)
- Is there a gang problem here?
- Are the kids involved?
- Were you involved in gangs?
- Can anything be done about it?
- Do the activities here affect the gang culture?

EPP

- What signs are there of EPP in the area?
- How have the initiatives been viewed?
- Positively – why?
- Negatively – why?
- What aspects would you like to see continue (after the EPP comes to an end)
- How can this be extended?
- What impact has it had on what you do here?

Comments:

Youths Focus Group/Interview Schedule

East End Enhanced Policing Plan

Date:

YOUTH – QUESTIONS

Club:

Gender

Age

Where you live –

- Where do you live - Area/Gang?
- What is your perception of the area?
- What do you like about living here?
- What do you not like?
- What would make it better?

Feeling safe

- Do you feel safe in this area?
- During the day?
- In the evenings?
- What makes it safe/unsafe?

School/college/future

- Do you feel safe at school?
- Are there any after-school activities you take part in?
- What do you want to do when you leave school?
- What opportunities are there?
- Do you believe support is sufficient:
 - In employment?
 - In education?

Leisure time

- How long have you been coming to this group?
- How often do you come?
- Why do you come?
- Do you come on your own/with friends?
- What would you be doing if you were not at the youth group?
- What do you normally do after school?
- What do you do on other nights/weekends?
- What do you like about coming here?
- What do you not like?
- What other things would you like to do (not already doing)?

Gangs

- Are you in a gang?
- Why? Why not?
- What do you get from it?
- Do you like being part of a gang?
- What is the gang membership based around?

- Religion
- Football
- School

- Boredom
 - Something else
-
- What are the positives and negative aspects of gang culture?
 - Would your life be better or worse without the gangs?

EPP

- What signs are there of EPP in the area?
- How have the initiatives been viewed?
- Positively – why?
- Negatively – why?

Comments:

Shop Keepers Interview Schedule

SHOP QUESTIONS

Date:

GENDER

AGE

Shop:

Number of Employees:

Job

- How long have you worked here?
- What are your opening times?
- What hours do you work?
- Who are your main customers?

Perception of the area

- What is your area like?
- What do you like about the area?
- What do you dislike?
- What do you think could make it better?

Feeling Safe

Working in the area

- Do you feel safe in this area?
- During the day?
- In the evening?
- Have you been the victim of crime within the work place?
Within the last year?
- How many times and when?
What was it?
- Did you report to the police?
- If no, why not?
- If yes, what was the outcome?

Living in the area

- Do you feel safe in this area?
- During the day?
- In the evening?
- Have you been a victim of crime (during the last year)
What was it?
- Did you report to the police?
- If no, why not?
- If yes, what was the outcome?

Gang Culture

- Are young people/gangs generally an issue in this area?
- Do gangs (young people) cause you any problems in the shop?
- What effects do young people/gangs have on the area?
- Do you think there is a gang culture here?

- What do you think can be done about gangs/young people causing problems in this area? (How do you think this could end?)

EEP

- What signs are there of the EPP in the area?
- How has the initiative been viewed?
- Positively - Why
- Negatively – Why
- What impact has it had when you are working in the shop?
- Have criminal activities against the shop increased/ decreased since the EEP
- What aspects would you like to see continued?

Comments:

CPP Telephone Interview Schedule

Problem Solving Community Partners

Question 1

Who they are?

Question 2

What is your Role?

Question 3

Why are you on the problem solving group?

Question 4

What are the main issues?

Question 5

What impact has the East End Enhanced Policing Policy Had?

Question 6

Is there anything else you would like to tell us?

Information Leaflet Focus Groups

East End Evaluation

Our research team at Glasgow Caledonian University are carrying out an evaluation of the East End Enhanced Policing Policy. This research aims to evaluate the effectiveness of this policy in reducing the incidence of anti-social behaviour including knife- and alcohol-related crimes and in reducing fear of crime and raising public reassurance within the community. The findings from this evaluation will help to inform future policing policy and planning in the area.

We are interested in hearing your views of the local community including the police, shop keepers, youth groups and youth workers on and perceptions of crime; fear of crime; and violence in your area from. It is important for effective police development that understanding of what it is like to live, work and play in this area is grounded in local experiences.

Participation in this study is entirely voluntary. All participants and information that is given will be kept confidential to the extent permitted by law.

Any individuals who have participated in this study can request an Executive Summary of the final report by completing the pro forma below.

For further information you can contact the research team via:

E-mail: RPC@gcal.ac.uk;

or alternatively by phone at the following numbers -

Team Leader: Dr. Liz Frondigoun 0141 331 8782
Co-researchers: Jan Nicholson 0141 331 8782 and
Dr. Annette Robertson 0141 331 3181
Research Assistant: Siobhan Monigatti 0141 331 1243

THANK YOU

Request for an Executive Summary

Please send me a copy of the Executive Summary of the East End Enhanced Policing Policy when it is completed. (You can either have a hard copy sent by post or an electronic copy by e-mail. Please identify your preference by providing either a postal or e-mail address below.)

Name:

Address:

or E-mail:

Information Leaflets Youths
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THANK YOU

8 Stage Reassurance Model

