Responding To Needs, Driving Change

CDI
CHILDHOOD DEVELOPMENT INITIATIVE

Evaluation of the Community Safety Initiative: Assignment of RAPID Co-ordinators

Dr. Matt Bowden • May 2015
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Table of Contents

Foreword

As the agency with lead responsibility for the funding and monitoring of the RAPID Programme, Pobal welcomes this report, and the opportunity it offers to scrutinise the processes which can support the integration of evidence-informed practice into mainstream structures.

Community development is at the heart of much of the work supported by Pobal, and the insights identified in this report, and indeed other reports from CDI and the wider Area-Based Chilldhood (ABC) Programme are invaluable to us in better understanding how to effectively engage local residents, establish trust across agencies and sectors, and minimise the factors which can so readily interrupt or delay progress if they are not planned for.

In addition, this report clearly indicates the level of skill required to implement a community-based response to local need: the role of a manual and logic model approach; staff supervision; regular communication and review; are all referenced as being important determinants in developing innovative and effective responses.

Whilst the focus of the work described in this report relates to a Community Safety Initiative, the learning and processes are in fact generic and cross-cutting, and are all the more welcome and useful for that.

Denis Leamy,
CEO,
Pobal.

CDI Response

The Board of CDI is pleased to accept this report, which considers the crucial issues relating to the integration of learning and approaches from the community sector into statutory services. The insights gained, and experience described here are important across the breadth of CDIs work, not just in relation to community safety, as so much relates to integration of learning into mainstream structures. Indeed we believe these insights translate beyond Tallaght West, as the focus of the work of the Area Based Childhood Programme (ABC) increasingly seeks to maximise the potential for mainstreaming.

Whilst the report identifies a number of areas for further consideration, it also contains contradictions: it is suggested that the process took too long, and yet was a replication of work already being done; there was too strong a focus on outcomes whilst the precursor to this phase was limited by its emphasis on community engagement events that were felt to have little bearing on the initiatives' logic model or objectives; the work is described as innovative and new, and yet at other times it is 'more of the same'. It is perhaps inevitable that different stakeholders will bring different voices and perspectives to reflections, and indeed the culmination of these many voices often brings a richness and depth to our understanding. However, the value of an independent evaluation has been somewhat limited by the challenge of drawing clear conclusions in the face of such apparent contradictions. This is possibly exacerbated by the fact that much of this report is based on the approach underpinning the evaluation of the first phase of this work, the Community Safety Initiative, conducted by Kearns et al, 2013.

The fundamental question as to whether the Community Safety Initiative brought new thinking, practice and approaches, goes unanswered in this report. Whilst there are of course generic community development principles and processes which underpin a great deal of the model, we suggest that the systematic audit of needs, emphasis on communication and structures to support engagement and identification of needs, and the requirement to regularly review progress and assess next steps offers a different emphasis: the 'zoom in' which is referred to in the body of the report. It is both inevitable and desirable that we learn from others and take the best of what is already available and producing improved outcomes. Given that this evaluation was focused on a very specific phase and aspect of the CSI model, it is inevitable that the report is not fully cognisant of the range of literature and research in this field.

The report offers areas for further consideration, including the role of the various stakeholders in progressing and supporting community safety; effective mechanisms for engaging local residents in structures over lengthy periods of time; and maintaining positive and effective communication across multiple organisations within the context of competing demands and priorities. These issues are not unique to Tallaght West or indeed to community safety initiatives, but rather are core challenges when seeking to work collaboratively.

The Manual which was developed as part of the process described in this report continues to offer a framework and guide for those involved in improving involvement in and outcomes for community safety, and we hope that the suite of reflections now available will inform and support other areas, and organisations in their best efforts.

Dr Suzanne Guerin,
Chair, CDI Board of Management.

Acknowledgements

Concepts and Terms Used in the Report

Anti-Social Behaviour   In legislation this usually refers to continuous nuisance behaviour that can cause harm to citizens. A wider definition is usually given to this term by social scientists and constitutes everything implied by its opposite – pro-social behaviour. This wider concept can include any excessive behaviour that can cause harm by whosoever causes it, e.g. fraud, pollution, breaches of human rights.

Community Safety   Local informal crime control involving state, civic and community organisations working collaboratively to produce safer and more secure living environments and to improve quality of life.

Manualised Approach   Involves the adherence to a set of policies and practices in a service document or manual. The manual sets out the targets, actions and outcomes to be achieved. Following a manual enables a programme or project to be replicated elsewhere and for it to be evaluated using the same criteria.

Situational Crime Prevention   Preventive measures that reduce the supply of opportunities to commit crime. Examples are alarms, locks, CCTV and physical adjustments to buildings.

Social Crime Prevention   Preventive measures that reinforce pro-social behaviour. Examples are youth work, early childhood interventions and Garda Youth Diversion Projects.

List of Acronyms

ASB	Anti-Social Behaviour
CET	Community Engagement Team
CDI	Childhood Development Initiative
CEO	Chief Executive Officer
CSER	Centre for Social and Educational Research
CSI	Community Safety Initiative
CSIM	Community Safety Initiative Manual
DIT	Dublin Institute of Technology
GYDP	Garda Youth Diversion Project
JLO	Juvenile Liaison Officer
JPC	Joint Policing Committee
LPF	Local Policing Forum
MOU	Memorandum of Understanding
NUIG	National University of Ireland, Galway
RAPID	Revitalising Areas by Planning, Investment and Development
RCs	RAPID Co-ordinators
RP	Restorative Practice
SDCC	South Dublin County Council

Executive Summary

Purpose and Scope

The Revitalising Areas by Planning, Investment and Development Programme (RAPID) was a local development initiative to counter disadvantage in local communities and was co-ordinated by local authorities. In 2011, the Childhood Development Initiative (CDI) entered a partnership with South Dublin County Council (SDCC) to assign some of the RAPID staff to implement the Community Safety Initiative (the Initiative). The assignment of RAPID Co-ordinators (RCs) added a key strategic dimension to the work of CDI.

The Community Safety Initiative has had two phases: from 2009 to 2011 which was evaluated by a research team from the National University of Ireland, Galway (Kearns, et al, 2013); and the second involved the assignment of the RCs to implement the Initiative in two pilot sites in Tallaght West from May 2011 to June 2012. The current report is concerned with the second of these two phases. The key goal of CDI in this phase was to mainstream the Initiative with a statutory partner. In this context the Initiative was founded upon a memorandum of understanding between CDI and the South Dublin County Council (SDCC).

The evaluation is primarily concerned with this mainstreaming process and to identify the lessons learned in policy and practice terms. Dr Matt Bowden, Lecturer in Sociology at Dublin Institute of Technology and researcher at the Centre for Social and Educational Research was commissioned to conduct the evaluation.

The evaluation was commissioned by CDI with the following brief:
- "To assess the impact of the assignment of RAPID coordinators to delivering the CSI on: -
    o Their approach;
    o The approach of the CDI team;
    o The CSI model;
    o The interagency relationships;
    o The perceptions of community safety among residents of the pilot sites where the RAPID Coordinators worked; and
    o The relationships between residents and those delivering services in the CSI pilot sites where the RAPID Coordinators worked.
- To name the challenges in this approach and responses to these; and
- To identify recommendations for next steps, both within Tallaght West and for impacting more widely on policy and practice" (Evaluation Brief).

Evaluation Research Methods

A mixed methods research tool-kit was used to evaluate the Initiative. This involved:
- Semi-structured interviews with key stakeholders in state agencies, service providers and community groups (n=15 participants);
- A survey of residents (n=86) in the two pilot sites; and,
- A series of three focus groups with stakeholders, residents and young people (n=12 participants).

Key Findings and Issues

The evaluation documented the following key developments:

- The Initiative took a major strategic shift towards mainstreaming in this phase by successfully assigning the RAPID staff and integrating them within a cross agency task team involving CDI staff.
- The Initiative was supported by inter agency relationships at three levels involving the CDI based Community Safety Steering Committee; the local committees in pilot sites and a cross agency task team, the Community Engagement Team.
- The Initiative finalised the Community Safety Initiative Manual in this phase.
- Two pilot sites were identified and the RCs mobilised activity programmes involving key stakeholder agencies and local residents.

The evaluation identified the following areas of impact:

- The Initiative enabled the RCs to work in particular neighbourhoods to focus on particular problems and issues.
- Through the assignment of the RCs as staff of the SDCC, the Initiative has been a learning experience for the Council which has embraced the model in achieving its objectives.
- The CDI staff developed a Community Safety Initiative Manual which is now ready for wider implementation.
- The Initiative managed to reignite an interest in community safety amongst the various stakeholders. The key agencies became partners in the Initiative and agencies such as An Garda Síochána, the Youth Service and the local authority along with key local resources, played some part at co-ordination and / or implementation level.
- The results of the survey showed that perceptions of safety among households in the Fettercairn site were greater than they were for the Killinarden site.
- There was more specific emphasis on producing tangible community safety 'quick wins' in the Fettercairn site and this, according to agencies there, was a critical factor in shaping the perceptions of improved safety. This contrasts with the Killinarden site where the emphasis was on environmental improvements that appeared not to have an impact upon perceptions of safety among residents.
- The RCs used their existing contacts to make further inroads into communities that had felt abandoned. The African community at Fettercairn through their community leaders and in their survey responses reported that they had a better connection to community services.

The evaluation identified the following key lessons for policy and practice:

- The RCs combined their community networks and relationships of goodwill to deliver the Initiative especially in the achievement of quick wins. The latter produced perceived safety effects especially at the Fettercairn site.
- The RCs as SDCC staff were vertically integrated within the local authority structure and so managed to create flows of communication between the Council and the community. This has the potential to place community safety at the heart of local government.
- Greater development time is needed to develop the model and especially to build the capacity of the local community to sustain community safety.

- Situational crime prevention measures, in the form of small changes to the security of local authority properties, physical improvements to individual premises and problem-solving on nuisance issues, have shown to impact positively upon the quality of life of residents. Furthermore, it demonstrates to local residents that local government cares about them and is responsive.

- Community safety cannot focus upon situational crime prevention measures alone for these run the risk of creating displacement. Agencies need to work together to ensure that one aspect of community safety does not potentially create further problems by, for example, redistributing risks from one group of people to another.

Recommendations and Next Steps

- The mainstreaming process should be extended across South County Dublin to other areas in Tallaght West, to be identified using the Community Safety Initiative Manual. Replication of the Initiative should be steered by a lead agency acting as the co-ordinating body with the support of a range of agencies and the local communities at the implementation level.

- A key lesson from this report is that the local authority, by virtue of its co-ordinating capacity for local services and its pivotal position within the Joint Policing Committee structure, is the key agency for community safety.

- CDI has a specialist role in supporting agencies in replicating the community safety model in other settings. It has a role to play in setting forward guidelines for implementation, training and advising the lead agency.

- A minimum of three years is required in any further piloting to develop sustainable safety outcomes with a post-implementation phase of at least two years to maintain community capacity and monitor community safety issues as they arise.

- It is recommended that for future deployments of personnel to community work, the practitioner is a highly skilled professional who has community development skills to facilitate community participation, together with an understanding of crime prevention, human security and social cohesion.

- The lead agency will be the body responsible for commissioning an evaluation of any community safety replication in consultation with the support agency. This evaluation will be a key means through which mainstreaming can be further developed and ultimately towards replication on a wider scale.

1.1 Overview and Context

Community safety is a new concept in Ireland but has been widely practiced as a form of local crime prevention and low-level crime control in the UK since the early 1990s. In England and Wales, Community Safety Partnerships became a key mechanism for the delivery of crime and security policy after the Criminal Justice Act 1998 (Gilling 2005; Gilling et al, 2013). Critics have argued that these partnerships represented the extension of a form of government at a distance as the state withdrew from the provision of welfare, educational and preventative services that had characterised government since 1945 (Rose, 1999). Advocates argue that the practice of community safety enabled a wider range of actors to activate around questions of crime and anti-social behaviour in stressed communities (see Hughes 2007). The CDI as a promoter of community safety in the Irish context has pioneered an approach to local community safety practice and piloted a variety of approaches with mixed results (Kearns et al, 2013), while learning a great deal in the process. Community safety is also to be found in a number of other domains. Examples of these include the urban regeneration programme in Limerick and a variety of Local Drugs Task Force Areas (see for example, Finglas Safety Forum) (Bowden and Topping, 2015).

There is an emerging policy context for community safety approaches in Ireland but this framework remains nascent and underdeveloped to date. Most particularly the Garda Act 2005 enabled the establishment of Joint Policing Committees (JPCs) in each local authority area (Bowden and Topping, 2015). The Committees enable police, local authority members and community / voluntary representatives to identify safety and security related issues. In addition, the Act allows for the setting up of Local Policing Fora (LPF) whereby the police and a variety of stakeholders can identify and resolve local policing, security and safety challenges. The Community Safety Initiative has been piloted against this backdrop and as such the work pioneered in Tallaght West contains significant lessons for policy development and ongoing practice within this newly emerging field.

The Community Safety Initiative was developed by CDI by bringing together residents, police, local authority and key stakeholders with the aim of reducing anti-social behaviour and crime in local neighbourhoods. The Initiative arose from initial research that had identified safety as an issue impacting on the wellbeing of children and families in Tallaght West. An initial phase of the Initiative was implemented from 2008 to 2011.
The Revitalising Areas by Planning, Investment and Development Programme (RAPID) was a local development programme to counter disadvantage in local communities and was co-ordinated by local authorities. The RAPID Programme wound down in 2010 and is no longer funded by the Government. A key focus for RAPID was working in partnership in local communities on issues including community safety and anti-social behaviour (Pobal, 2014).

The Childhood Development Initiative (CDI) entered a partnership with South Dublin County Council to assign some of the RAPID staff to implement the Community Safety Initiative. The assignment of RAPID Co-ordinators (RCs) added a key strategic dimension to the work of CDI and set up an experiment in the governance of urban security in Ireland. The Initiative has managed to bring a focus to community safety within the context of local government. In this regard, those involved in the Initiative are keen that the lessons learned are outlined and discussed through an objective, independent evaluation. In this context the CDI and its stakeholders are in a key position to influence the scope and depth of community safety practice. This report outlines the key research findings for this evaluation together with critical issues for policy and practice developments.

1.2 Scope of the Evaluation Report and Terms of Reference

The Child Development Initiative (CDI) commissioned Dr Matt Bowden, Centre for Social and Educational Research (CSER) and School of Social Sciences and Law, Dublin Institute of Technology (DIT) to evaluate the Community Safety Initiative following the assignment of RAPID Co-ordinators in the period May 2011 to June 2012. The Initiative was delivered in two pilot sites in the Tallaght West area during this time. Dr Bowden was commissioned with the following brief:

- "To assess the impact of the assignment of RAPID coordinators to delivering the CSI on: -
    - o Their approach;
    - o The approach of the CDI team;
    - o The CSI model;
    - o The interagency relationships;
    - o The perceptions of community safety among residents of the pilot sites where the RAPID Coordinators worked; and
    - o The relationships between residents and those delivering services in the CSI pilot sites where the RAPID Coordinators worked.
- To name the challenges in this approach and responses to these; and
- To identify recommendations for next steps, both within Tallaght West and for impacting more widely on policy and practice" (Evaluation Brief).

1.3 Methodology and Evaluation Framework

The request to tender indicated that the evaluation focus upon approaches, relationships and perceptions, together with identifying themes for wider policy and practice. The researcher mobilsed a mixed methods tool kit within the realistic evaluation framework (Pawson and Tilley, 1998) which examined context (the conditions in the setting that require the introduction of measures / actions); mechanisms (the reasoning and resources mobilised to cause effects in the context) and outcomes (the actual practical effects generated by the mechanisms). The evaluation therefore examined the appropriateness of actions and measures applied as interventions to alter or change the context. As a result of the implementation of a set of measures, the evaluation aimed to identify key outcomes; and progress towards the achieving of outcomes in the short implementation period.

The mixed methods tool kit involved three main elements including a series of semi-structured interviews with key stakeholders; a community survey of perceptions of residents in two pilot sites and a series of three focus groups in the two sites (see Table 1.1 below). To set out the context, the researcher also reviewed relevant internal documents including steering committee minutes, CDI documents and reflection notes / case studies prepared by the RAPID Co-ordinators.

A list of 18 individual stakeholders was supplied to the researcher by CDI of which 15 were interviewed. The interviews took place between September and November 2013. Interviews drew from a standard interview guide prepared by the researcher (Appendix 1). Interviews were recorded using digital voice recording and were transcribed by the researcher. A thematic analysis was used to identify key issues and patterns.

The household survey took place in early October 2013 and was administered by a team of fieldworkers recruited by CDI with training and support from Dr. Matt Bowden and Triona Collins of DIT. An existing questionnaire, prepared by a previous researcher, was adapted by the research team and appropriate changes were made in the training process and in a short pilot prior to the fieldwork stage (see Appendix 2). The questionnaire gathered background profile data from the respondents, their involvement in and awareness of the Initiative, and their feelings of safety and security in living in their neighbourhoods. A total of 86 households of a possible 174 completed the survey producing a response rate of 49.4 percent.

Four focus groups with respondents in the two sites were organised. Focus groups were held by area and by sector and involved residents of one of the pilot sites, those involved in estate management and youth services. A focus group was held with young people involved with the youth intervention in the Fettercairn area. Respondents were shown photographs of the neighbourhoods and invited to make sense in their own terms of the slides shown. In two of the focus groups involving adults, some of the survey findings were presented for discussion. Groups were recorded and transcribed.

Table 1.1: Summary of Research Methods

Method	Total Number
Interviews with key stakeholders	15 participants
Household survey	86 households
Focus groups x 3	12 participants

The research was executed within the ethical standards governing research in the Dublin Institute of Technology and was approved by the Research Ethics Committee. Under the Garda Research Protocol permission was sought and received from the Garda Analysis Service to interview members of An Garda Síochána.

Recorded interviews, focus groups and notes taken in the field were transcribed. Data were analysed using a basic starting scheme to produce key nodes or foci within the data. A start list of basic codes was used to generate additional codes from the data. For this evaluation the researcher used the RAAMPS schema outlined by Miles and Huberman (1994: 61). This schema is useful for identifying relationships, actions and processes in the settings involved. The RAAMPS adapted can be summarised as follows:

- **Relationships:** how relationships were formed or transformed and the modes of engagement by which actors communicate(d).

- **Acts:** specific brief actions carried out as to how actors ordered the setting and how this enabled the future ordering of the setting.

- **Activities:** as the *ongoing* and durable actions activities generated by key actors.

- **Meanings:** the production of meaning in the setting through actions, documents or verbal communication between actors.

- **Participation:** the adaptations to the situation made by actors engaged in the setting.

- **The Setting:** in this context the pilot sites and across Tallaght West where relevant.

The researcher took an inductive approach from the first day of field work. Thus as each interview or 'speech event' took place, the researcher engaged in ongoing frame analysis using the method of strip resolution, which involves gaining understanding of the connections between the actors, actions and relationships by resolving

questions with participants (see Agar, 1996). Using this method the researcher is 'taught' by the participants. Themes were identified in data analysis using Becker's (1979) guiding principles:

(i) The selection and definition of problems, concepts and indices – using participants' accounts of the Initiative to generate a conceptual map and overview of the actions taken;

(ii) Establishing the frequency and distribution of phenomena i.e. what is typical and widespread by identifying the frequency with which an issue or theme is identified from different standpoints.

The quantitative data analysis used frequency and percentage distributions to explore patterns in the results. Relevant evaluative data from the survey was discussed in focus groups to deepen and enrich the survey data and the focus groups.

1.4 Limitations of the Evaluation Research

A number of key factors should be acknowledged that constrain the research.

- One of the focus groups organised for one of the pilot sites did not take place, as those specifically invited did not attend. Consequently the evaluation cannot fully assess in detail the relationships between residents and service providers in this site. Apart from the youth focus group, two other focus groups did not achieve full attendance but both had viable numbers for the groups to proceed.

- The evaluation research is a retrospective study and commenced almost 15 months after the Initiative had been implemented. This might have been a factor influencing the nature of responses made by all stakeholders.

- Some of the questions in the household survey might have attracted non-response where the respondent was unable or refused to answer a question. A response category for these cases was not included in the questionnaire and so there are some missing values in parts of the dataset.

2.1 Introduction

This Chapter broadly sets out the CDI model, the evolution of the Community Safety Initiative and the approach of the key partners in their implementation of the Initiative. A series of steps led to the formation of the Initiative and these are traced in order to locate community safety work in the development of CDI. The critical milestones in the development of the Initiative are the original research report by the Dartington Social Research Unit, the CDI Strategy and the Community Safety Consultation Process. The chapter briefly summaries each of these steps together with key issues identified in the evaluation of the first phase of the Initiative from 2008-2011. Finally the chapter outlines the developments leading to the assignment of the RAPID Co-ordinators (RCs) to implement the Community Safety Initiative in 2011 and 2012.

2.2 'How are our kids? and the Need to Improve Safety

In preparation for the CDI strategy, the Dartington Social Research Unit was commissioned to research areas of need for children and families in Tallaght West. The research report 'How are Our Kids' (Axford et al, 2004) identified ten 'need groups' based upon a survey using a representative sample and a series of case studies: a number of these need groups were identified as resulting from safety related issues. The research highlighted that ten percent of children were affected by anti-social behaviour and bullying; and five percent of children, it was estimated, were at risk of isolation as they retreated to home to protect themselves from such behaviours. Moreover, the research noted that 88% of children were affected by crime and 71% of families were affected by antisocial behaviour. This might well, the report argued, contribute to isolation of families and children based upon fear. Forty seven percent of children in the sample were bullied at school. Families attempting to deal with crime in their areas reported that they feared intimidation if they reported incidents to the authorities. One research participant poignantly put it:

> *"30 of us went down to the Guards once because there were three families causing trouble. You had to sign your name and we had a petition, but people were afraid to sign their names…"*

(cited from Axford et al, 2004: 57).

The report reasoned that these findings could have negative developmental effects on children and add further stress upon parenting and on the children's education. The research therefore pointed to the need for a wider safety focused strategy to improve the developmental ecology in the neighbourhood, the family and in schools.

2.3 CDI Strategy Document 2006-2009

In 2005 CDI published its strategy document after an area-wide consultation during which baseline data were presented (Carrol, 2005). The strategy set forward a vision, agreed outcomes and a programme of activities to meet with the need areas identified. These activity areas were presented under six headings: early childhood care and education for all; integrated services in schools and child/family centres; new targeted services; improving existing service provision; advocating to reduce major stresses on children and families; and evaluation and application of the lessons learned from implementation.

The strategy provided the broad brushstrokes for the development of an ecological system that would support child development through the integration of familial and state systems and ultimately lead over time to wider economic and social effects. These long term outcomes would include for example less crime, reductions in poverty rates, and improved physical and mental wellbeing which would in turn impact positively in revenue and welfare outcomes for the State.

Within this broad strategy, a key outcome identified was that children would be less likely to be victimised and that they would report feeling safe in their areas. CDI said that it would advocate for improved safety in the neighbourhood in conjunction with An Garda Síochána by for example improving Garda presence.

2.4 Community Safety Consultation (2006-2008)

A comprehensive community consultation process was conducted by CDI between 2006 and 2008 in relation to community safety (Cahill, Murphy and Guerin, n.d). The process developed in six stages from an initial consultation with 14 community groups and progressed to consultative exercises in schools and a community wide survey of 669 respondents.

In stage one of the consultation CDI sought to ascertain whether there was support for a Community Safety Contract. Question 5 of the consultation (p.10) asked 'could your group support a community contract?' The report points out that while concerns were expressed participants seemed to show support in favour of developing it. However under question 6 where respondents were invited to identify obstacles, statements included: 'I know lots of bullies who won't sign and will not like us signing either'; and that there was a 'fear of residents to get involved' (p.11).

Stage 4 reports on a wide consultation in schools and included a photo competition, class exercises and discussions. Experiences were identified – one young person pointed out "Most children in the estates do not have an aim in life and do not see the point in staying in school or going to college" (p.25). The findings were fed back to the community in a series of consultation meetings. The process identified a series of goals including decrease in drug use; tackle anti social behaviour; increase Garda presence; more activities for young people; and young people taking pride in their community and themselves. The issues identified were to be fed to a new Community Safety Committee who would act on the findings of the consultation and community survey. The findings of the consultation process served as the basis for the implementation of the Initiative in phase 1 in the original pilot sites between 2009 and 2011.

2.5 Evaluation of Community Safety Initiative by National University of Ireland Galway (NUIG)

The assignment of the RAPID co-ordinators took place in the latter phase of implementing the Community Safety Initiative from May 2011. The previous stage of the Initiative's development was the subject of an evaluation conducted by the Child and Family Research Centre, NUIG (Kearns et al, 2013).

The report pointed to the energy and ingenuity of the Initiative in mobilising a new way of dealing with anti-social behaviour and safety and utilising local crime prevention resources at community level. The evaluation research identified that there was 'low community representation' and an eventual reduction in service agency support in 2010. This led to a hiatus in the development of the Initiative and seriously reduced the capacity to deliver on the objectives and goals. The report also highlighted that the Community Safety Initiative Manual was not available during implementation.

A critical finding was that there were mechanisms proposed that were externally predetermined and stakeholders identified that this was a factor in undermining local participation and confidence in the Initiative. Particular attention in the report focused upon the implementation of a Community Safety Agreement, a particular

technology transferred from Islington in London. However no community safety contracts were implemented between 2008 and 2011. It was felt that this precluded stakeholder input into designing safety mechanisms to meet local problems in the target areas. This appeared to conflict with community ownership principles implied in the Initiative and those of some of the stakeholders.

The report questioned the wisdom of investing substantial time and resources in the organisation of community wide engagement events that would have a 'spill over' effect on participation, and by extension, safety. The events, the authors noted, did not achieve the purpose for which they were intended. The report pointed to two critical developments in the later stage that were crucial to the future direction of the Initiative – the Restorative Practice training programme and the assignment of the RAPID Co-ordinators to implementing the Initiative. In conclusion the evaluation report pointed out that the Initiative

> *….has not improved community safety to any significant level in Tallaght West when examined from the perspective of progress made towards the achievement of the CSI's anticipated long-term goals. Core research evidence gathered from a diversity of stakeholders…..consistently reported on significant barriers and challenges concerning low community representation in implementing the CSI, the lack of an agreed implementation framework and an insufficient level of tangible progress over the course of the three years – all of which weakened the capacity of the Initiative to achieve its long term safety goals during the implementation period (2008-2011) and challenges in building cooperative relationships between some stakeholders limited progress towards achieving the CSI goal of encouraging wide collaboration in maintaining a safe environment in Tallaght West. Thus the capacity of the Initiative to enhance local safety and development structures and systems was impeded and not realised during the evaluation period.*

(Kearns et al, 2013: 77).

The evaluation recommended that the Initiative needed greater clarity of purpose and that it should devise implementation pathways to achieve and action goals. The Initiative would need to ensure that there was sufficient local input and that actions delivered should be tangible in the target areas. The report also recommended greater management and maintenance of partnership relationships; that community development principles should be practiced; and that alternative means of involving stakeholders other than in committee structures needed to be developed.

2.6 Designing and Implementing the Community Safety Initiative 2011-2012

The Initiative moved into a new developmental stage in 2011 and 2012 with the assignment of the RAPID co-ordinators from South Dublin County Council (SDCC) to work on a part-time basis with CDI to implement the Initiative. In addition the Community Safety Initiative Manual (CSIM) which had been previously unavailable and to which the RAPID Co-ordinators had a significant input, was launched in September of 2012. The Initiative was therefore positioned to utilise the learning from the earlier phase and deploy new sets of community safety actions in pilot estates. Key elements of the model and the implementation timeline for this phase are outlined in Figure 2.1 below.

Figure 2.1: Phase 2 of the Community Safety Initiative

Action	Timeline Marker
Initial discussions and agreement of Memorandum of Understanding (MOU)	November 2010 to May 2011
Induction and formation of Community Engagement Team (CET) with CDI Community Engagement Co-ordinators and RAPID Co-ordinators	May 2011
Identification of Pilot Sites	End of August 2011
Establishing local Community Safety Committees in Pilot Sites and agreement of activity plans	September to October 2011
Community Safety Audit in two pilot sites	September 2011
Youth Sub Committee established at the Fettercairn site	October 2011
Ongoing actions in implementing Initiative	October 2011 to June 2012
Contribution from CET and RAPID Co-ordinators to Community Safety Manual	April to June 2012
Final CET meeting with RAPID Co-ordinators	September 2012

Given that the Manual was finalised during 2011 and 2012, this evaluation report is concerned with the first set of actions deployed in the testing of the CSM. The Manual was developed as a way of transferring the Initiative between communities in Tallaght West and beyond. While the Manual recognises the unique characteristics of each community, it also stresses the need for 'fidelity to the manual' in order that the approach taken can be consistently evaluated from setting to setting. The Manual intends to harness enthusiasm and motivation of the community around issues and needs rather than being a total prescription for community safety practice. That said, the Manual points out that adapting the thrust of the model should not 'compromise the theory or purpose underpinning the programme' (CDI, 2012: 14) once the benefits of change for the participants are clear.

Central to the implementation of the Initiative is CDI's desired outcome to help children feel safe and happy and to belong to their community (CDI, 2012: 8). The goal here is to improve aspects of the developmental ecology: supports in neighbourhoods that underpin the capacity of families and their communities, improve the developmental ecology underpinning child development. In turn the Manual points out that it is part of the wider CDI strategy of "promoting community change Initiatives to improve the physical and social fabrics of the neighbourhoods in which children live, play and learn" (CDI, 2012: 8).

At the heart of the CSIM is the *logic model* for the Initiative which sets out the need for the Initiative, the intended outcomes, the elements of the action plan and the inputs or resources to be mobilised to achieve the outcomes. A key underlying spirit of the logic model however is community participation, and ultimately community ownership for community safety as a process.

The logic model outlines three intended outcomes for the Community Safety Initiative:
- Improved safety and pro-social behaviour across Tallaght West;
- Improved community awareness of and participation in local activities and services; and
- Wide community engagement in maintaining a safe environment.

The logic model also points out six aspects of a process model leading ultimately to the implementation of an action plan:

- Identifying key leaders and relevant stakeholders;
- Assessing community readiness and carrying out community consultation;
- Community engagement, empowerment and participation;
- Establishing and developing a community safety steering committee;
- Carrying out a comprehensive audit; and
- Developing a strategy and action plan based upon the audit.

The Manual points out that requirements include key individuals to act in both catalytic and championing roles – the former are people who introduce community safety to the community; the champion - a person of influence among their peers, drives community involvement. An additional requirement for community safety is a lead agency that might serve as a funding body. The logic model envisages a co-ordinator to facilitate the inputs of the various participants. This is a professional, and remunerated role, ideally. A community safety steering group would grow out of a core working group in the initial stages and it would expand the membership as necessary and might well draw upon external expertise and / or an independent chairperson.

The logic model also points out that the community's capacity for participation within community safety needs to be developed with the appropriate knowledge, competencies and skills. Hence the Manual suggests that in line with good practice, training be undertaken with key leaders, stakeholders and the steering committee.

2.7 Assignment of RAPID Co-ordinators

From 2008 the Initiative was a core part of the CDI strategy and was unique within CDI in two respects: that it was being implemented directly by CDI staff rather than through commissioned services; and it was a community primary preventive programme as distinct from direct child-family focus, in comparison to other programmes in CDI. Reviewing the process in its third year of implementation, it was proposed to open discussions with the local authority to become the lead agency to implement the Community Safety Initiative.

A key factor in this move was the understanding of the key role that the SDCC plays in community development in Tallaght West. The CEO of CDI met with the Director of Housing to advance the discussions on the possibility of this arrangement and the process of negotiating the details of the arrangements for seconding SDCC staff on a part time basis took place between November 2010 and April 2011. The discussions leading to the assignment of the RAPID Co-ordinators were brought forward in an effort to mainstream the Initiative. Internal CDI planning meetings identified issues to be addressed to advance the assignment forward.

A Memorandum of Understanding (MOU) was then signed in May 2011. It was agreed that the basis of SDCC staff involvement with implementing the Initiative would be considered as an 'assignment' rather than a 'secondment'. The MOU (CDI, May 2011: 4-5) set out the aims of the assignment as follows:

- Test the relevance, applicability and effectiveness of the CSI Manual in achieving the stated aims of the CSI;
- Support the existing work in pilot sites identified in Brookfield and Jobstown;
- Identify two further pilot sites of approximately 100 households in Fettercairn and Killinarden;

- Develop community capacity to engage effectively with the CSI leading to the establishment of community safety agreements and implementation structures/protocols in each of the pilot sites;

- Enhance the engagement and outcomes in the existing pilot sites in Jobstown and Brookfield; and

- Incorporate the work undertaken in McUillium into structures, processes and activities, as relevant.

The MOU pointed out that the SDCC staff would be part of the Community Engagement Co-ordinators team in CDI for an agreed ten-month period between May 2011 and March 2012 (later extended until end of June 2012). The SDCC team thus agreed to work on implementing a 'manualised approach' to community safety in which their core tasks would include identifying pilot sites; supporting participation of stakeholders in restorative practice training; and promoting working relationships between residents and service providers. The MOU also pointed out initially that the SDCC staff would implement the community safety agreements in the neighbourhoods identified for this next phase of the Initiative. This was subsequently revised in discussions with SDCC staff who did not feel this was an appropriate approach.

The SDCC assigned three of its four RAPID co-ordinators on a part-time basis to implement the Initiative. The RAPID programme had operated in local authority areas designated by Government in 2001 and was wound down in 2010. The assignment of the co-ordinators was seen as a critical opportunity by CDI given the extensive range of contacts, goodwill and corporate knowledge already accumulated by the RAPID Co-ordinators operating in disadvantaged neighbourhoods in Tallaght West. Three staff were each assigned for a total of 16.5 hours per week. A line management arrangement was set in place whereby both CDI Community Engagement staff and RAPID co-ordinators would retain their existing reporting relations and that both line managers in CDI and SDCC would liaise to identify implementation issues and propose solutions as appropriate. Quarterly reports on progress to management would be prepared by the line managers. The day-to-day implementation of the Initiative would be with the Community Engagement Team who held monthly meetings to draw up action plans and to review ongoing progress. The CET acted as the key implementation group for the Initiative in selecting pilot sites and developing the manual.

2.8 The Identification of the Pilot Sites and their Characteristics

Two pilot sites were identified following consultation in the Fettercairn and Killinarden areas respectively. The consultation was conducted with key community leaders and existing community structures in both sites including estate management, community centres and service providers operating at community level. These were drawn primarily from the contacts that the RCs had at this level. A report on initial consultations in Killinarden and Fettercairn was presented to the Community Engagement Team on 21st June 2011. Progress was made in identifying newly built housing in both areas as potential sites and which were of the target size (approx 100 houses) for the Initiative. RAPID Co-ordinators stressed the integral role of both SDCC and community estate management personnel in the identification of sites and their subsequent participation as key actors in the Initiative.

In Killinarden a section of new housing which fronted onto an established Council estate was identified. The CET noted that this section was particularly needy and was managed by Circle Housing Association. Litter, planning and environmental issues were identified as key actions that might be a starting point for intervention. At Fettercairn a section of newly built in-fill housing initially identified as the pilot site. The consultation meeting heard that there were a lot of young families, and that there was potential to form an inter agency and community based committee. The meeting also heard that racism was a particular issue in this site.

Pilot sites were affirmed by the CET at the meeting of 20th September 2011. The setting up local steering committees in the pilot sites to implement the Initiative was achieved by October 2011.

The pilot sites are both described as 'interface' areas. As both sites are in-fill developments, they are constructed within or on the boundaries of, existing council housing. This means that they have distinct demographic characteristics. For example in the Killinarden site 104 houses facing a mature housing estate were chosen where most of the households have very young children, compared with the host neighbourhood which was built in the early 1980s and has substantially matured. In Fettercairn, the chosen site is more ethnically and racially heterogeneous than the host neighbourhood. In both sites, housing was allocated from the SDCC housing lists – residents of these new sites are drawn from a wide geographical area and have different mobility patterns to those of the host communities. These distinctions were reported to be particularly marked in the Fettercairn site which has a higher concentration of households who are of African origin. Hence the 'interface' areas constitute the boundary lines between largely homogenous working class communities whose residents originated from population dispersal from the inner city and working class estates in the outer city built between the 1930s and 1950s (e.g. Crumlin, Drimnagh, Ballyfermot), and a new diverse group in need of social housing that includes migrants from Europe and Africa. The issue of safety in these two sites was therefore highly challenging because they were complicated by issues of race, multiculturalism, and consequently, social cohesion.

The Community Safety Audit was not carried out as per the model contained in the Manual. The RCs reported to the CET meeting in September 2011 that much of the information recommended under the Local Crime Prevention Toolkit (see CDI, 2012: 113) was not available. The team acknowledged that crime statistics might not relate to feelings of safety, for example the January 2012 CET meeting received a report that the Gardai had identified non-reporting of crimes as an ongoing issue and thus official rates for the area appeared to be in decline. Some of the softer information like the nature of anti-social behaviour would be known to key stakeholders and local residents. The team agreed to move ahead with a simpler framework that would gather qualitative data under the following headings:
- How safe do you feel in your home?
- How safe do you feel in your community?
- Please tell us about issues that impact on your feelings of safety.
- Are you involved in your community in any way?
- Is there anything you would be interested in doing as part of a group?
- Any other comments.

Progress and developments in the Initiative were monitored at the monthly meetings of the CET. Day to day actions were delivered by the RAPID co-ordinators. A modest budget of €5,000 for actions in each site was utilised to fund a programme that included:
- Community events including Christmas parties.
- Coffee mornings for all residents in both sites.
- Coffee mornings especially for African residents, Fettercairn.
- Planting / hanging basket workshops in the Killinarden site.
- Funding of programmes and equipment for Tallaght Youth Service at Fettercairn.

- Safety and security works in individual dwellings and situational prevention measures to reduce congregation and littering including gates to close off alcoves and chains / locks for wheelie bins; CCTV cameras on individual dwellings and fencing on specific sites.
- Erection of road safety signs in the Killinarden site.
- Landscaping works on the boundary between the Killinarden site and the existing housing estate.

The RAPID Co-ordinators developed a tailored approach to dealing with specific young people known locally to be involved in low-level nuisance behaviour in Fettercairn. A case study was written by the RAPID team and included in the final version of the CSIM. This involved setting up a sub-group with the specific remit of responding to the young people's behaviour. The subcommittee was comprised of the local community Garda; local authority personnel responsible for anti-social behaviour (ASB); youth workers involved in the Garda Youth Diversion Projects and local estate management workers. The approach of the subgroup was to develop a template approach that mapped the characteristics of each individual and their involvement with local services. Local people were not involved in the naming of the young people and while residents were members of local steering committees, they did not take part in the youth sub-committee.

In the report by RCs on this particular intervention it is noted:

From a hard supports point of view, the community members on the main group need to remain largely anonymous and need to be protected for fear of reprisals. At no stage are individual names of young people aired at the main group meetings. At no stage are the community members asked to attach names to particular anti-social activities. They are free to do so however should they wish, with the appropriate agencies.

(Case Study prepared by RAPID Co-ordinators given to the researcher)

Key elements in implementing the Initiative at Fettercairn were the bespoke security and safety measures taken on the estate and with individual dwellings. These were designed to have an immediate impact on the quality of life of individual residents at their dwellings, or in the environs of their houses in terms of safety. An example of the latter is the erection of a line of fencing to redirect pedestrian traffic crossing the GAA pitch away from houses on this route. A small number of houses had higher fencing erected to stop their boundary walls being used to enter other premises e.g. the school grounds.

2.9 The Inter Agency Relationships

The Initiative brought together stakeholders on three key levels:
- Agency representatives from key statutory and service provider agencies across Tallaght;
- Agency and community representatives at implementation level in the pilot sites and
- CDI and SDCC RAPID Co-ordinators as a cross agency staff team (see 2.7 above).

2.9.1 Relationships and Collaboration across Tallaght West

The Community Safety Initiative Steering Committee of CDI was comprised of senior personnel from a variety of agencies as well as community representatives. This included An Garda Síochána which facilitated wider actions on community safety such as the identification of sites and agreeing actions on foot of evidence from the community safety survey.

Agencies represented on the Steering Committee in 2011 and 2012 were:

- CDI (CEO, Community Engagement Co-ordinators, CET facilitator).
- An Garda Síochána.
- SDCC (RCs, Director of Housing, Estate Management).
- Tallaght Youth Service.
- Probation Service.
- Community Representatives from pilot sites at Fettercairn, MacUilliam, Brookview, the Killinarden site, Jobstown.

The Committee acted as an important exchange of ideas and received updates on implementation issues from members of the CET. The meeting also discussed policy issues such as the place of CS in the JPCs and strategy in relation to the engagement of the Initiative with these structures. The Committee also heard reports and discussed mirco level issues in relation to the implementation of the Initiative in the pilot sites. For example the issue of a potential displacement was brought to the Committee's attention - that young people started to climb over back walls when the CCTV camera was installed at Fettercairn:

> *Some groups of young people have adjusted their behaviour because of the camera and*
> *are now causing problems around the back of the houses (getting over walls and trying to*
> *break into houses) and others are congregating on and running up and down the stairs of the*
> *apartments.*

(Steering Committee Minutes, 2nd November 2011)

Attendance and participation at meetings was high in 2011 (Table 2.1). The number of meetings in 2012 began to wane and the numbers attending the meetings also began to fall off. This drop in attendance coincides with the fact that during 2012 CDI began to discuss an 'exit strategy' as the Initiative had reached the end of its agreed implementation period (see various minutes, 2012).

Table 2.1: Community Safety Steering Group Meetings 2011 to 2012

Meeting Date	Number Attending As Per Minutes
3.2.11	8
8.3.11	6
23.5.11	3
23.6.11	9
3.8.11	4
4.10.11	9
2.11.11 [1]	8
2.4.12	5
10.5.12	7
25.9.12	5

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[1] New members from the pilot sites join for the first time. Apologies received from member of local steering committee in second pilot site.

During the course of the Assignment, local residents from Fettercairn attended one meeting and there were no attendances made from the Killinarden site. This might reflect the capacity that exists within these neighbourhoods to engage in inter-agency committees at this level. The short time period may have placed strictures on the Initiative to develop the capacity of local residents for such participation. However, a community representative, resident of Fettercairn and member of the CDI Board attended meetings more regularly and added an effective community voice to the meetings.

2.9.2 Relationships and Collaboration in the Pilot Sites

The RAPID Co-ordinators brought together an interagency steering committee in the two sites and included members of the local community. These meetings became, for the time they met, a forum for reviewing activities, for identifying safety issues (for example, road safety, anti-social behaviour and youth interventions as relevant) and for either direct action by RCs or one of the other agencies present. Committees at this level included:

- Circle Housing Association;
- Killinarden Community Centre;
- SDCC Estate Management staff;
- Community Gardai; and,
- Tallaght Youth Service staff in both sites including the Garda Youth Diversion Project in Fettercairn.

2.10 Conclusion

The Initiative advanced to the second phase of its development. This second phase might be characterised as the early stages of mainstreaming the Initiative. Primarily this stage was one of moving on from the earlier phase of the Initiative and to developing a new strategic direction. Critical shifts taken at this time involved the assignment of the RAPID staff which involved a more intense working relationship with South Dublin County Council and the publication and launch of the Community Safety Initiative Manual.

This chapter has presented a descriptive outline of the concrete steps taken in the preparation and implementation of the Initiative. The Community Safety Initiative must be located within the overall CDI strategy and the development of a more specific logic model for community safety as outlined in the CSIM. The following chapter of the report outlines and evaluates the implementation of the Initiative, drawing upon the interviews and focus groups with stakeholders.

3.1 Introduction

This Chapter presents an analysis of the key themes emerging from the interviews and focus groups with stakeholders. The themes reflect the evaluative framework to reveal the participants' responses to questions on the contexts in which the Initiative was undertaken, the mechanisms used to intervene, and the outcomes or changes generated by the intervention. The evaluation focused primarily upon the process of mainstreaming of the Initiative in this stage of its development. Mainstreaming in this context refers to the integration of piloted initiatives into existing institutional frameworks. Hence the process underway was about merging the work initiated by CDI with that of the local authority. This chapter explores some of the issues raised by the various stakeholders.

The Chapter is structured around these key themes and issues that can be summarised as follows.

- The Community Safety Manual as a tool for mainstreaming and further replication of the Initiative.
- The recurring theme of the short implementation time period and the implications for the task team and stakeholders.
- The challenges in building local relationships and resources.
- The confluence of factors accompanying the leading up to the mainstreaming process.
- The complexities presenting as needs and risks in the two pilot sites and their fit with the mechanisms deployed.
- The role of the local authority in community safety.
- The challenges and successes in identifying precise actions to contribute to community safety outcomes.
- The successes and challenges in engaging young people in an inclusive community safety process.

3.2 Mainstreaming the Community Safety Initiative

3.2.1 Approach of the CDI Team in Mainstreaming the Community Safety Initiative

The CDI team embraced the opportunity of mainstreaming the Initiative with the RAPID co-ordinators as it afforded an opportunity to influence and shape the effectiveness of local service implementation by SDCC in the pilot areas. The CDI team were conscious in their approach of the need to enable the SDCC staff assigned to work autonomously to deliver on the outcomes of the Initiative and approached the mainstreaming process as a chance to shape and deliver practice:

> *A frontline worker wouldn't agree to do anything without checking back four times with somebody else. I felt sorry for anybody working at that level in the Council because it was just impossible. They had no autonomy. But also you can't freely co-operate with other people unless they have that kind of autonomy.*

MB: *So…you bought some of their time.*

> *Yeah we did.*

MB: *And was part of that buy-in that you could determine what they did for a period of time?*

> *Yeah it was yeah. Shape it a little bit.*

(Member of CDI Team 1)

A key mechanism in the mainstreaming of the Initiative was the development of the Community Safety Manual. CDI staff pointed out that it was a 'tool for mainstreaming'. The Manual outlines the essential elements of a community safety strategy that can be adapted by local communities to their particular context. The manual offers a guide towards ensuring that an evidence-based approach is adopted and the process can be evaluated. A critical element of the manual is that it outlines a participatory framework for the involvement of local communities in the design and implementation of community safety. The process for selecting sites is outlined together with the proposed implementation structures involving cross agency task teams. RAPID staff worked as part of the CDI team to finalise the manual and to contribute aspects of CS practice to its content. The deployment of the RAPID officers was effectively the early testing phase for the manual.

A critical approach to implementing the Initiative in this mainstreaming process was to include the RCs in making the manual localised and implementable:

> There was a draft and then there was a final one so they had an input into the final one, based on their experience of working with them. It was a good process. It ended up being a really interesting process and really good learning from it because well you can talk to residents about what…It worked. It worked on the sites. The issues in Fettercairn are completely different. The place is transformed compared to the way it was at the start. It worked at that level. But from the CDI point of view it seriously worked in terms of the idea of mainstreaming a different way of working and and influencing the council in particular but also the Guards. But the council have the lead role around community safety. That's been our experience.
>
> (Member of CDI Team 1)

A critical factor that must be acknowledged is that there was a very short timeframe for implementing this phase of the Initiative. The implementation phase lasted for just one year and some stakeholders pointed out that more time was required to develop the approach and to specify the model of action more precisely before moving to an action stage. The tensions at play in this mainstreaming process involve the merging of analyses, models of practice, institutional cultures and traditions, the roles of state and non-state actors and of course the goodwill and participation of local people. One key stakeholder acknowledged that the SDCC 'was good at the practical piece', that CDI was focused on delivery within short timelines, and that this approach was in tension with the community development process. Such issues needed more time to progress:

> Obviously then CDI it knew its timelines. It knew what it was trying to achieve within that timeframe so probably part of its orientation would be quite task orientated. So there's some of the progammes like CSI would be where the process bit was also quite important. Whereas the afterschools bit was a manual delivered programme, it involved the schools as well but it was duh duh duh [one thing after another in sequence] where the other was relationship building, moving at a pace, not a slow pace. I don't believe in that. I still think you can achieve results. But maybe it's how you bring people with it. So they're different programmes.

MB: Like different gears nearly?

> Yes. Yes and some needed more time. They need more lead in time. They need more implementation time you know. They just need more time. So its hard to see results and I would have felt that with the healthy schools as well, it was only getting going and it was over. Not over-over but in terms of the programme time frame and the evaluation time frame it was like now we're ready, now we get it, now we see the potential.
>
> (Member of CDI Team 2)

While the CDI team had brought together an ensemble of elements into the process there was some frustration that more time was needed to deepen the practice, the model and the approach. The timelines for delivering results, according to one key team member was too short for ensuring that stakeholders had a clear conceptualisation of what the Initiative was and how it was distinct from general community development:

MB: *What should the time have been prioritised in doing?*

I think there should have been more of a preplanning phase. Sorry I think there was consultation but a preplanning figuring out what are we doing, why and bringing the key stakeholders clearly together with it in terms of the focus and how that was going to be implemented in terms of a plan and then how it was going to be supported and reviewed. So there was a bit of a disconnect around it when I got involved. A bit like everything was all over the place and nothing was really clear about "what's this all about" "where do all the pieces fit" "why are we doing this bit and this bit".

MB: *The impact of the change could have been deeper if there had been time to be clear?*

Yes it might have. It's no easy work. The whole community piece is difficult. It's not an easy one. But I do think that within CDI that there wasn't necessarily that community development understanding or expertise there from the outset.

(Member of CDI Team 2)

While the Initiative got off to a relatively quick start in bringing the two agencies together, there was a strong view that there was little time for agreeing the scope and depth of the Initiative in relation to the qualitative aspects of the process outlined in the Manual. The impact of this might have been to place less emphasis on the process especially in relation to community capacity building.

3.2.2 Approach of the RAPID Co-ordinators

RCs acknowledged that in the beginning they were sceptical of the Initiative as they had understood that the earlier phase had experienced difficulties in negotiating a Community Safety Contract. The latter had proven to be unsuccessful as an approach (Kearns, et al 2013). With this in mind RCs were determined that what they were offering was not new but the same work they had practiced over many years:

Yeah. We had no interest flogging that dead horse. It just was a bad idea. …So we went in knowing that we were just going to do things our own way. CDI want to make things look like it's new it's a new initiative you know. Brand new idea. Never done before……It's just the same old community development that happens here all the time you know. There's nothing new about it. But what was new was maybe was the dedicated time and a concentrated you know small space.

(SDCC staff 3)

Three key reasons appear to be given by RCs for moving from this initial scepticism. First the development of a common approach between RAPID and CDI through the CET which gave SDCC staff the opportunity to shape the scope of the Initiative. Second was the semi-autonomous role given to the RCs in helping to select the sites:

We went and talked to the local structures such as community estate management comprised of local people. Said to them look this is what we are about where do you think we need to put our efforts. And they were very clear on where they wanted us to put the efforts in Fettercairn

and the environment. So we went fine and we started working with them on that and then we went to Killinarden Community Council and where they might benefit and they pointed out their reasons why where they thought. So it wasn't our call and we went "fine, we'll have a look and see what we can do".

MB: *So they were best able to call the needs?*

Yes of course.

MB: *And you were then able to find some solutions with them to that?*

Yes exactly. And we had worked with both of them through the RAPID Programme through the years so there was a history of collaboration and bone fides and we did some good work in partnership I suppose.

<div align="right">(SDCC Staff 1)</div>

The third reason for moving towards a constructive engagement with the Initiative was the opportunity to influence the formulation of the Manual by making contributions to its content.

The manual was regarded by SDCC staff as being a start-to-finish guide and that many of the steps advised were easily circumvented because the RCs felt that they were already several steps into the process. For example, the RAPID staff all individually pointed out the range of contacts they had built up, their relationships with existing community structures and already being at a more advanced stage. However it was acknowledged that for entering and working with communities in new sites the manual was an important toolkit.

If you go into an estate which doesn't have a history of community work or community development and is a new estate and people are looking for a guide, an implementation guide to go about something, then it definitely has a value. There's an awful lot of preparation and structures and groupings etc and pre work to be done all of which from a resource point of view has to be looked at.

……it gives you four pages on how to do that, because we'd know the community stakeholders and we'd been invited by the local groups to come and address their areas, then that fell out very quickly for us. It wasn't something that you needed to go around and find out who these people might be. It was evident. We knew them. So we could short cut everything that was in the manual. But the manual works as well as an A to Z for anybody who needs to do something.

<div align="right">(SDCC staff 1)</div>

While this made sense in mobilising the Initiative quickly, and as identified by other stakeholders, the question of community capacity building for community safety was circumvented. This might have been a missed opportunity. While new relationships were built at a local level, the relationships might not have been of sufficient depth or longevity to build capacity for participation and thus sustain the interventions over a longer term.

The impact of the implementation has been to give SDCC a determination to work collaboratively and more focus upon engaging with issues:

You can take it this is how we are going to work. We have done it since in [estate], we had problems up there. There was a couple of families with problems and there was nothing being done. We moved some people up to talk to them and we set up an environmental group, a community safety group and the events group and it solved the problem.

(Senior SDCC staff 1)

The Initiative has helped SDCC senior staff to think about their role and the person specification for a community safety professional who delivers by joining up problems through intra and inter agency linkages while being someone who is trusted locally:

Yes you need a person who works – the right type of person who can use supports of other departments to get things done and not a punitive person giving out fines – someone who people will be glad to see coming along. Someone has to gather up all the problems in an area – list them and throw it in and then you have a piece of paper that's going to hop from one desk to another – there's got to be a connect.

(Senior SDCC staff 1)

A senior SDCC staff member pointed out that this type of work requires highly trained and communicative staff who can join up different pieces of local government with good community development practice to create the right mix of solutions to the problems at hand.

3.2.3 General Impact of Mainstreaming

The assignment of the RAPID staff resulted from a confluence of factors and not least the opportunities that were presented to both parties in 2010. The Government was no longer supporting RAPID and the South Dublin County Council had over the course of the Programme built up considerable human and social capital in the communities of Tallaght West. A key organisational context for assigning the RAPID Co-ordinators to Community Safety was the CDI strategy to mainstream its programmes. A staff member at CDI said it was 'a light bulb moment' during the review with the staff and the CDI Board in 2009: 'our staff were driving it and all other programmes were contracted to service agencies so the local authority was the obvious choice'. The Initiative was the only directly delivered aspect of the CDI strategy and it made organisational and strategic sense to reach out to the local authority to deliver it.

Equally vital here was that community safety had already been an aspect of the work of the RAPID strategy in SDCC (Fitzpatrick and Associates, 2007). The SDCC has since become a major arm of the operationalisation of the Joint Policing Committees (JPCs) established under the Garda Act 2005. Hence it has become an active agent in Local Policing Fora in its area including Tallaght and Clondalkin. Part of this roll-out also involved the operation of local clinics that mobilised both Council officials and community Gardai to local problem-solving in the communities of South Dublin.

The CDI strategy for mainstreaming the Initiative with the local authority has been relatively successful according to the various stakeholders. For example the assignment of RAPID staff was described by one key stakeholder as providing 'an immediate zoom in to the issues and difficulties on particular estates'. This cut through some of the earlier issues that beset the Initiative in its earlier phase in that it could very quickly identify key safety issues and work with local stakeholders to get 'quick wins'.

Both CDI and SDCC stakeholders acknowledge that the overall experience of their collaboration in the mainstreaming process was a mutually enriching one for both. This is despite the acknowledgement of a number of tensions and complicating factors:

- CDI acknowledged as part of this evaluation that there is a tension between delivering needs based community development approaches, and the manualised curriculum based model. A key issue here concerns the need to move apace with developing local capacity and the need to develop community participation, engagement and leadership in bringing forward sustainable community safety practice.

- CDI viewed RAPID involvement in implementing and testing the Manual as freeing up local authority staff to act in a more holistic and integrative manner in collaboration with a wide variety of actors, whilst SDCC staff pointed out as part of the evaluation that such an approach had been developed by their team over the course of the RAPID Programme anyway and that the approach taken was continuation of existing practice.

- At a wider level the SDCC is involved with An Garda Síochána in implementing community safety through the JPC model which operates outside the manualised framework developed by CDI.

On the whole however, all stakeholders acknowledged that the main parties (CDI and RAPID staff) found each other to be open to working together and were facilitated by the joint line managers to identify and resolve issues as they arose. Both parties therefore acknowledged that they found the experience, on balance to be a valuable one.

3.3 Needs and Risks in the Pilot Sites – Tackling Complex Issues at the 'Interface'

The evaluation researcher asked stakeholders to describe in their own words the nature of the issues presenting in the pilot sites. These are summarised in Figure 3.1 below. Recurring themes in the pilot sites give a clear insight into the differences in the challenges presented in these neighbourhoods. There are a variety of themes here but two stand out in particular. The Killinarden site is characterised as being isolated, lacking services and engagement; Fettercairn is noted for the issues facing African families in particular and the racial abuse they suffered partly as a result of resentment by some older residents. This latter issue has been manifest also in written complaints to SDCC by Africans in Fettercairn. Both areas are equally described as being 'interface' areas in that they are recently built housing in areas with existing and established working class communities.

Figure 3.1: Summary of Stakeholders' Descriptors of Issues, Needs and Challenges in the Pilot Sites in Killinarden and Fettercairn

Killinarden Site	Fettercairn Site
- Isolation and disengagement from collective organisation	- Anti-social behaviour - Racial abuse and victimisation of African families
- Estates lacking services in health, transport and community infrastructure struggling with budget cuts	- Old and new areas and 'new communities' Estates lacking services
- Higher than average concentration of younger families	- Racism based upon poverty – 'I never had anything'
- Intergenerational educational disadvantage	- Intergenerational educational disadvantage
- Physical bleakness of the area	- Young people excluded in these new areas with lack of integration with civic infrastructure
- Disengagement from local community based services	- Anti-social Behaviour
- Not integrated with either estate that it joins – e.g. separate entrances	
- Over policed and under protected in spite of good community policing	
- Anti-social behaviour interpreted as lack respect for cleanliness of estate; under-supervision of children; bullying of children; and littering as distinct from official definitions of ASB.	

From the stakeholder descriptions of the pilot sites it appears that the context for community safety work is compounded by issues that go beyond the existence of anti-social behaviour and the affective safety of neighbourhoods. While stakeholders have been mobilised around the former, it appears from these descriptions that (note again the prominence of ISOLATION and RACISM) the picture is much more complex. It appears from these data that a more joined up problem exists that involves housing policy and practice, the multi-cultural nature of Irish society, alongside the continuing and ongoing marginality and exclusion of people living on the periphery of the city.

The Audit carried out by RCs in the Killinarden site did not appear to pick up on the existence of anti-social behaviour. However interviews with staff from a key agency there reveal that the experiences of tenants and the housing association with anti-social behaviour, differ qualitatively from any official definition of it:

People pick up rubbish after themselves and some people don't. People see their neighbour not emptying their bin properly and dumping stuff and not picking up stuff. Some people say that's awful. I don't want it (to live here) you know. As small as that as it could be kids out playing at night as it could be to real anti-social behaviour. There is an issue there of a problem of active drug dealing at certain times and that goes on in the car park. And that happens because people can get in and people can get out…..Our measurement of it might be different to the Council's– we meet with the Guards and the Council regularly – we would talk to them and be presenting problems to them in terms of anti social behaviour and they would smile at us and say well 'this is child's stuff lads compared to what's going on in other parts of Tallaght', do you know what I mean.

(Key Stakeholder 1, Killinarden Site)

While both areas were chosen on the basis of different manifestations of 'anti-social behaviour' there is a realisation amongst the stakeholders that what they are dealing with is a much more complex and embedded set of problems and issues that go well beyond this manifestation.

Both pilot sites and the older housing areas in which they were placed, crystallise the time in which they were built. The original housing in both Fettercairn and Killinarden was constructed in the 1970s and 1980s as part of a process of population dispersal from the Inner City and from public housing in areas such as Drimnagh and Crumlin (see MacLaran and Punch 2004; Bowden 2006). In this regard, both pilot sites are considered to be *interface* areas between the old and the new, and consequently, each reflecting an older and newer version of community in Ireland. What enters the frame in this regard is that the context for community safety as a practice is social cohesion and the management of new sources of tension and conflict:

> *We picked those two estates because they were relatively new both of them as pilot sites. And there were particular issues in Fettercairn in that there was a peculiar mixture of tenants. There was a feeling that there was racism going on there. There was in particular migrants from African countries and also from eastern European countries. So there was a feeling that the existing houses, beside the new estate were feeling put upon and maybe a little… I don't know there was a lot of comparing going on. So there was a little bit of racism bubbling up and that's why we picked there.*

(SDCC staff 3)

Focus group data with stakeholders in the Fettercairn area reveals this issue also:

Participant

1: *I remember probably going back a couple years ago there was some ASB started around the parade maybe by residents of the older houses. The young people (.) sparked by what you said, people got these new houses facing on to the old houses that were looking so attractive. That did create tension in the area. And ASB started to pick up.*

3: *As [name] said there the people looking over – the first thing they probably notice is that there is lots of non-nationals in there you know and sometimes the non-nationals have been a bit of an easy target, because they don't know their way around or they don't know whose the local young lads are.*

MB: *They don't have roots in the area?*

3: *They don't have roots in the area. Where ever they came from different parts of Ireland even. So definitely they were targeted.*

2: *Combined with that there is a sense of injustice maybe that you are looking across at the new facility.*

3: *Yeah, yeah and the jealousy factor and they are looking over and saying in their head 'well these people are coming in from outside the country and they are getting a brand new house and I'm here in a leaky house'. There was definitely a bit of that going on.*

Both pilot sites have a more socially and culturally heterogeneous set of tenants than the estates in which they are hosted. The development at the Killinarden site was constructed to make a smoother boundary between a mixed tenure estate and an established council estate:

And the problem up there with the interface, it was a settled community on one side more or less. The kids had grown up and departed and the new families, a lot of lone parents with young children, babies in the main part when they began there, and there wasn't a natural cohesion between them. Why would there be? So the main difficulties up there were isolation, not feeling part of the greater [mixed tenure estate] build which has many other aspects, private and mixed and social housing as well. But then not feeling you were part of the community you were facing across the road [council estate], so there was definite feelings of isolation and nobody was connecting into community centres, football teams youth clubs or anything like that.

(SDCC staff 1)

The experiences of people living at the Killinarden site appear to manifest in a sense of isolation and separation from both estates. The residents are seen to live with this problem of being neither one nor the other:

[T]hey are still part of your community. It's not another estate. Half of them are considered [council estate]. There's different entrances – the entrance to the pilot site is through [the council estate] but if you are in a car you can't access the rest of [mixed tenure estate] you'd have to come in from Kiltipper. The roads are subdivided. They are part of A but you have to go in through B. Do you understand – subtle. And then does that cause 'well I live in A but you have to come in through B'. Do you know what I am saying – just subtle differences.

(Key Community Stakeholder, Killinarden Site)

In new estates people are out at work and they are not back to 7 or 8 in the evening. It can be a hard thing. People had the lack of facilities in the 70s and 80s to unite them. That's not there now. People are out at work and it can be hard to get them involved in the community.

(Key Community Stakeholder, Killinarden Site)

In summary, stakeholders' descriptions of the context seem to reflect a wider frame in which they were carrying out their work and in doing so they reveal the breadth and depth of the challenges that the Initiative worked with in this phase of its development.

3.4 Key Actions

3.4.1 Inter Agency Arrangements in Pilot Sites

In each pilot area the RAPID co-ordinators used local networks of contacts to bring together local community safety steering committees. They were also involved in calling door to door to conduct a safety survey and to make contact with local residents. The RCs moved quickly and expeditiously to establish these local participation structures. In Fettercairn a youth sub-committee was also established involving key actors such as the Tallaght Youth Service (KEY Project) and the local Community Garda. The structures were seen as critical for bringing a 'community voice' to the process. Local steering committees met and agreed upon key actions that would be taken in relation to identified issues in each pilot site.

Agencies reported positively on the process for the time that it was in train but were keen that the process should be longer term and sustained. Summing up this view a key stakeholder pointed out:

I certainly saw it as added value to work with them to try and engage with our tenants and link things in and in some ways that did happen. It's the continuity of it or the sustainment of it as an ongoing process is more difficult right. And some of it was like they had money to do a Christmas event and bits and pieces like that and the tenants would engage in it but the sustainment of that is… that is the difficult bit.

(Key Stakeholder 2, Killinarden Site)

3.4.2 Key Actions in Pilot Sites

Once these structures were in place a series of activities were mobilised. In both areas, community events were hosted including Christmas parties, clean ups, coffee mornings as a means of making contact with the community. The acquisition of resources such as locks for wheelie bins, soccer goal posts and security fencing were mobilised as a way of achieving 'quick wins'. These were designed to mobilise the community quickly and to begin the process of building credibility for the Initiative in the hope of progressing:

[You] had to get the quick wins. People had to see they were getting some reward – and let them bring that back in and say well where I live it's a nice place to live. I could see the progression – when people see they get involved they can move on to something else.

(Senior SDCC Staff 1)

In addition, the RCs were involved in dealing with particular problems in estates that were causing stress to particular families as identified by the local steering committees. One of these stressors involved inappropriate congregations by young people, nuisance behaviour and damage to property, together with areas in estates that were unfinished and unsightly (fuller outline of these already in section 2). A summary of key actions in each site is outlined in figure 3.2 below.

Figure 3.2: Summary of Actions by Site

Action Type	Killinarden	Fettercairn
Community Events;	Christmas Party Coffee Mornings;	Christmas Party Coffee Mornings;
Situational Crime Prevention Measures (aimed at reducing opportunities for crime and nuisance behaviour);	None;	Erection of fencing at key locations; Erection of steel gates on porticos; Wheelie bin locks / chains CCTV in specific sites;
Social Crime Prevention Measures (aimed at promoting pro-social behaviour);	None;	Youth intervention Funding for programme and equipment for youth service; Use of restorative practice at community centre;
Traffic Safety and Environmental Improvements;	"Children At Play" signs Landscaping of unfinished boundaries; Planting workshops;	None;

Key actors had a variety of perceptions of the main actions taken. When viewed this way it is clear that each agency and stakeholder interpreted what they thought was happening from their own perspective and that of their agency. What is critical here is that the mechanisms named by stakeholders are only a reflection of the actual process in action. The summary (Figure 3.3) of responses to questions on the key identified mechanisms reveals a richness in the stakeholders' perceptions of what strategies and activities were deployed. Figure 3.3 presents a chart of the *in vivo* phrases used by stakeholders in their interviews.

Figure 3.3: Summary of Stakeholder Named Key Actions / Mechanisms

Theme	Stakeholder's Phrases
Community Safety Manual:	- Manual as a mainstreaming tool; - Tool for choosing sites systematically; - Input by RCs to Manual; - Manual works on a different timeframe to community development process; - Questionnaire as 'simple' – departed from Manual.
Inter Agency Approach and Network Relationships:	- Freeing SDCC staff to act in integrated way; - Conversation, linkages, relationship; - RAPID resolved earlier issues as they had existing 'in'; - Use of existing stock of goodwill / networks; - Bringing community together via coffee mornings; - Estate management got into the process and lent their; good will, contacts and knowledge.
Community Input:	- Mobilising community voice.
Structures, Organisation and Process:	- CET meetings key mechanism – worked well; - Worked through initial wariness together; - Deployment of council officials with wide community / local development and social inclusion brief.
Implementation:	- Problem solving and using RP as a resource to this; - Council action on safety issues based upon information; - Putting responsibility back to parents via Gardai where appropriate; - Redirecting young people to youth services.
Key Resources:	- Use of small budget for (i) youth intervention; (ii) case by case situational measures; - Small budget and quick wins good as action and immediate benefit.
Some Critical Views:	- No new mechanisms – existing repertoire of community development and housing staff; - Committees good but erratic and some lapses in communication; - Would not have prioritised a community safety initiative to meet needs.

3.5 The Role of the Local Authority in Community Safety

The principal mechanism that was mobilised by the Initiative was the resources of the SDCC. The value of these resources was not underestimated by any party and was the result of conscious action on the part of CDI in making the investment, in terms of funding. The SDCC resources included:

- The ability of RCs to focus on small, targeted communities, due to CDI funding;
- The extensive community networks established by RAPID Co-ordinators over more than a decade;
- The stock of goodwill both within the SDCC itself (staff to staff) and between the Council and other agencies, especially An Garda Síochána;
- The ability to channel and prioritise Council action and resources to pilot sites if required;
- The €5,000 budget per site provided by CDI to lever other resources.

Key to delivering this phase of the Initiative was an organisational culture in the SDCC that sees the value of engagement with tenants and residents in its area. The Council saw as central to this communication strategy, the retention of the RAPID co-ordinators post 2009 as the Government withdrew funding for RAPID. A Council official pointed out:

Rather than sitting around the table they were able to get out there and have that conversation. People need a voice and they need to be given a chance to do it separately – if they don't want it done publically. [The RAPID officers] can go out and have the conversation and feed it back into the Council team. CDI brings together the co-ordination of that. The RAPID has better contact outside the meetings; by having that conversation – its important how you deliver things – how you communicate.

(Senior SDCC Staff 1)

An alternative view on this mobilisation of the RAPID staff questioned why this phase of the CDI Community Safety Initiative invested in activity apparently already being carried out by the SDCC. It was held by some stakeholders that there were no new mechanisms used and in effect no new action repertoires put in place. Put simply, SDCC staff did exactly what they would be doing ordinarily irrespective of the CDI funding and the CDI Manual for the Initiative. On this view it follows that the SDCC RAPID staff were merely extending their brief for a period albeit that they could focus their efforts on two very small sites. In addition some sentiment was expressed that the value of input from local community centres remained unpaid and undervalued. Indeed the very goodwill that the RAPID staff was able to use to effect the successful implementation of the Initiative, was not included in any direct flow of funding. While these views were a minority among stakeholders interviewed, they were held very strongly by very experienced people with considerable community respect.

While taking account of this view, the impact of the Initiative in the period of implementation should be underlined as follows:
- The mobilisation of a wide community of practice around community safety; and,
- The raising of awareness of community safety as a framework of practice for achieving greater security and safety in neighbourhoods and across the area as a whole.

3.6 Fitting Appropriate Actions to Safety Outcomes

There was a view that the programme over focused upon events. The events were designed to raise community spirit and to establish credibility for the Initiative. These events, it is widely acknowledged, have had a positive effect on making contacts and forming relationships. A small but significant stakeholder voice questioned the precise connection of these events to the logic model and to the production of community safety. This issue was also raised by the evaluators in the earlier phase of the Initiative (Kearns et al, 2013) who questioned the assumption made by CDI that community events would somehow generate affective safety.

It's hard to engage community involvement – people are busy and people are struggling and that can be a challenge. There was a willingness to see what people wanted. There was an overemphasis on events and parties – they are successful but I am not sure how aware would people have been that these were tied to a community safety Initiative? As opposed to 'I am here for a Halloween party' or whatever it was. But it aided with the whole thing that this thing was more visible. It is a great Initiative to have that there but I don't think people realised that is what they were attending. Good at engaging people but people might not have realised what

*they meant. It had benefits to the RAPID co-ordinators who would follow up on the little things
– small but significant things and practical things can make a difference.*

(Stakeholder, service agency)

Another way in which this issue was raised was whether the focus should be on safety or on the process of developing the community more broadly. The needs of the residents in the site at Killinarden derive from their relative isolation. In spite of temporary lifts in morale and community spirit there, the area still lacks play facilities for children and feelings of safety are largely unchanged (explored further in findings from the survey). This results in parents keeping their children indoors: houses open out onto the access road and there is little green space, while those that are available, appear to not welcome children playing:

*And that [end of the street] where a tenant is always giving out about he doesn't want the kids
there and like it's half the size of that fecking table and he doesn't want the kids playing there.
Now I can see both points: why he doesn't want the children there. They're playing football,
they're lashing it at the wall and his windows are getting hit. But it is the only bit of green that
they have. You know they can't play on that green because of him and they can't play on that
green because of the needles.*

(Focus group participant, Resident Killinarden site)

These issues are critical to the development of community safety policy and practice but the phase of the Initiative to which they refer only lasted one year and so the community events and the 'quick wins' should be viewed in that context.

3.7 The Youth Intervention at Fettercairn

In addition to the common actions taken on both pilot sites, the CET through its consultations in the Fettercairn site, identified a group of young people who were attributed with being the cause of anti social behaviour and nuisance to residents there. A youth sub group comprised of key actors such as the Community Garda, the KEY Project (a GYDP) and local residents identified the particular young people through their combined local knowledge. The Community Safety Steering Group identified this group as 'hard to reach' young people. A strategy to engage this group and ensure that they were using the services available to them locally, was set in train. The intervention specifically involved:

- Identifying the young people concerned.
- A senior Garda (and in some cases the ASB Officer of the SDCC) visiting the parents of these young people to present 'future scenarios' of continued behaviour up to and including outlining implications for the resident's tenancy agreement.
- Follow-up visits or meetings with Garda and ASB officer to review change and progress.
- Utilising the CDI Restorative Practice training and subsequently an intervention with the young people to ensure that they could use the Fettercairn Community Centre once they worked within agreed guidelines.
- Funding the Tallaght Youth Service to enable interventions with a particular group of young people.
- Deploying temporary youth resource workers to engage with young people aged 10-16 in the local community centre in the early summer of 2012.
- Referring young people to the KEY Project, a Garda Youth Diversion Project.

The effect of this intervention was, as noted by key stakeholders, to have effectively terminated anti-social behaviour in the Fettercairn development. Combined with the situational measures, the Initiative managed to sever the opportunities for anti-social behaviour to occur and it diverted the particular young people to alternative activities both in the local community centre and in the KEY Project. This combined both situational and social crime prevention measures to great effect. Stakeholders in general acknowledged that this had a positive impact on the quality of life for the residents of Fettercairn in particular. Describing the whole process, a Garda pointed out:

> *[The RAPID Co-ordinator] pulled off a masterstroke. […] We identified, we inhibited the bad behaviour. I'd visit and bring the ASB Officer from the SDCC with me. [The RC] noticed that they had been causing damage at the community centre. There was a lack of buy in from these youngsters [edit] and they were victimising all the other groups with their behaviour. [The RC] used the RP and he held a half-day meeting between the staff and these youngsters. And he used the RP as the format and they understood how they were being abused and their trust was being abused; they were deliberately being disruptive and it couldn't go on. These people were working and providing a service to the community. You use this facility but you can't use it unless we can come to an understanding. The damage has gone down through the floor. You appeal to their incipient rationality.*

(Key Stakeholder, Garda)[2]

While acknowledging the progress made here with this intervention, interviews and focus group participation by young people and youth service personnel produced a slightly more nuanced account of these actions. Many of the young people who appeared on 'the list' were already engaged by the youth services in some form or other. The temporary youth resource personnel engaged a wide age range from 10 to 16, mixing young children with young people with more challenging behaviours; but as one youth worker noted:

> *"Their needs are complex and won't be fixed in a summer"*

While the youth intervention was in part successful, it was suggested by some that there was a partial displacement effect. A group of young people on seeing that their places to congregate in the estates were being closed off by the situational crime prevention measures, and notwithstanding their participation in youth services activity, relocated their spontaneous congregating to an unsupervised area in an adjacent housing estate.

Participant

1:   There's a lot of young people keep their horses up there and there's a lot of ASB there at the moment I think. Certain young people that participate in the KEY project who would have been involved in the ASB in Fettercairn they are kind of focused in this area here and as you can see from this photograph it is a lot more unsafe than Fettercairn was. It's hidden away a bit more and there's all sorts of debris on the ground there, although Kilmartin is a much more settled estate compared with Fettercairn. The residents there would be stronger but it's out of sight and out of mind as well. I think that there are going to be issues with this particular site.

2:   I suppose that thing of making these improvements and stuff is actually is not preventing the problem but it's moving the problem to somewhere where we can't see.

---

[2] Stakeholders later clarified that that it was Tallaght Youth Service who organised the Restorative Practice session mentioned in this extract. Staff at the youth service had undertaken RP training organised by CDI.

MB: Right. So there's still issues to be addressed by the Initiative do you think? Around some of the physical improvements?

1: I think the physical improvements had a huge positive impact for the life of the residents that are living around there [Fettercairn], definitely, without a doubt. But I could just see some of those issues occurring now in Kilmartin.

It should be noted that SDCC and the Gardaí confirmed that there were no reports of ASB pertaining to the site in question and no incidents or complaints were recorded from residents in Kilmartin. There was no displacement of ASB to the Kilmartin site. The Community Safety Steering Committee had been concerned with this issue itself: it noted in relation to the CCTV camera, that young people were moving out of its gaze. A lesson here it seems is that community safety measures must take account of the potential leakage or displacement effect that can result from situational crime prevention measures in one area.

While the displacement of anti social behaviour was not a factor here, there appears to be a lesson for all concerned about the redistribution of risk. While the quality of life of the residents was improved, it unintentionally had the effect of exposing young people to risk as they moved to a location where there was an absence of soft surveillance typical of more public settings.

If safety is a public good then how it is distributed fairly appears to be a challenge to community safety work. Should safety be seen as a universal or selective entitlement? While discussing safety issues in the community with a group of young people, some of whom had been defined as 'hard to reach' and 'the perpetrators', their own sense of security was raised. While discussing how congregating in groups in the neighbourhood might be seen as intimidating for others, participants raised the need to walk around in groups because they feared being victims if they didn't:

Participant

MB: Where would you feel unsafe. Do you feel safe in Fettercairn?

1: Yeah. Cos it's our home like.

2: You know people in Fettercairn, you're grand like.

1: Yeah. You're home you know. Nothing is going to happen to you. But say you are walking though Springfield and all and that's like, you don't really feel safe. You have to keep watching around.

3: If you are walking around the GAA club or up near the school like, I don't feel safe walking up that road on me own.

MB: What would make that safer if you were walking in Springfield, what would make that safer for you?

3: If I had a few people with me, like more than one or two, have a few people with me' (Focus group, young people, Fettercairn).

This point resonates with research on young people's 'territoriality' where they identify with a given space. Territoriality can be manifested in conflict and fear based upon their contact with groups from corresponding neighbourhoods. This is a feature of urban working class neighbourhoods that cuts them off from the city and potentially leads to their criminalisation (Kintrea et al, 2010). A related issue here is how young people are categorised as either victim or perpetrator. This was an intense issue raised by one young participant that grasped the attention of the entire group. If he was a victim, he pointed out, would he be believed given his status in the community? These are interesting challenges in trying to develop a fully inclusive community safety practice.

3.8 Summary of Impact and Key Outcomes

The Initiative managed to set up new connections and lines of communication between the stakeholders and this was identified as a positive outcome in itself. For the SDCC RAPID staff the process has proved invaluable as a means of learning the techniques of achieving safety in newly built estates that have not yet settled. One RAPID co-ordinator was actively using the learning in other estates since the Initiative completed in 2012. There is a strong sense also that the strategy of quick wins had immediate effects on the safety and wellbeing of households, particularly those that benefited from bespoke prevention and security measures. Against this stakeholders point towards issues of sustainability and maintenance of the mechanisms put in place and the need to continue the engagement of people through a longer term community development process. The quick wins dealt with the initial causes of stress to families but these need to be consistently revisited and maintained.

While the Initiative was an effective collaboration between CDI and the SDCC, this phase has been characterised by the relative absence of community capacity building. This is partly a consequence of the brevity of the implementation timeline: it is widely understood by stakeholders that community development operates within a longer frame.

The youth intervention at Fettercairn was successful at achieving the objective of dealing with safety of households in this area. Residents and stakeholders have pointed out the effective termination of anti-social behaviour by the group that were included in the Initiative. However well meaning and well thought out this aspect of the Initiative was there is evidence that these measures had the effect of moving young people to another area. This matter is less to do with the displacement of anti-social behaviour and more about amplifying risks for the young people involved. In addition it appears that there is a need to be clearer about referral processes to avoid multiplying or complicating interventions as youth service staff were emphatic that many of those deemed 'hard to reach' already had some level of engagement in the youth service.

The use of the Restorative Practice training was seen as a critical addition to the effectiveness of the Initiative in both sites but primarily in Fettercairn where it was said to give the agencies working together a common language and understanding. When deployed by youth service staff in the case of the Fettercairn Community Centre, it had the desired effect of creating a win-win for both staff of the Centre and the young people who were included. The young people continue to use the facility and this is a very positive outcome.

The supportive networks created around the Initiative and the links created with the African residents of Fettercairn have also had a positive impact on how African families engage with the community and the services of the community centre especially at Fettercairn. Critical here also is the bringing together of key members of the community with services providers: a process that was enhanced by the Initiative.

Apart from the quick wins in building some community engagement in the Killinarden site, there is a strong sense from stakeholders that the wider needs of the area driving feelings of insecurity and isolation remain in place and have been unaltered by the Initiative. Asked if community safety is a worthwhile thing to do, focus group participants suggest that it might have worked but also point towards the need for a holistic preventative and developmental approach that includes play space, community engagement and services in order to counter their sense of isolation:

Participant

1:   If an area has the potential. I don't think that area has the potential to be safe. I think its gone too long and too far now. I think at the beginning I think they could have changed areas. There is a whole empty car park on that road at the bottom.

2:   If someone was to come in and bring that back together because we have put there and dumped there and "fend for yourselves" here. But I think if they had more involvement like youth clubs, something to engage kids, engage the neighbours also.

3.9 Conclusion

This Chapter has outlined the principal themes identified in interviews and focus groups with stakeholders. A critical issue concerns the limited timeframe for the Initiative and to a considerable extent it was only possible to achieve quick, immediate results. The challenges facing the RCs in implementing the Initiative in Fettercairn were decidedly more complicated than those at the Killinarden site (see 2.8 and 3.3 above). In the former the Initiative did more: it adopted a strategy that included both quick wins, the youth intervention and the use of the Restorative Practice techniques. Doing more might explain why stakeholders there say that it had an immediate observable effect on anti-social behaviour in the neighbourhood. This issue is further examined in some of the findings from the household survey.

4.1 Introduction and Profile of Respondents

A survey of households in the two pilot sites was conducted using a pre-designed questionnaire. The questionnaire was administered by community fieldworkers who were contracted by CDI. The fieldworkers were briefed and trained by the DIT research team. The questionnaire sought some demographic information from the respondents together with what experience they had of the Initiative. The questionnaire also asked respondents to self-report on their feelings of safety. As distinct approaches were taken in each of the two sites, results from the survey will be presented by site to enable comparison.

The two pilot sites consist of 176 households: Killinarden is larger with 102 households and Fettercairn with 74. The total number of households that it was possible for fieldworkers to visit was 174 in that two households units appeared to be unoccupied. The total number of completed questionnaires returned to the research team was 86 resulting in an average response rate of 49.4% (Table 4.1).

The survey aimed to access all households in the estate. Fieldworkers made between three and four calls to households before recording a non-response. The survey is a non-random sample and hence its generalisability is limited to the housing estates concerned.

Table: 4.1: Household Survey Response Rate

Pilot Area	Valid Households	Completed Questionnaires n	Response Rate %
Killinarden	102	46	45.1
Fettercairn	72	40	55.5
Total	**174**	**86**	**49.4**

The majority of respondents were female (approx 73% in both sites) and the modal age cohort was 25-44. Almost half (48%) of respondents in Killinarden were single (table 4.2) compared with just over one third (35%) in the Fettercairn site. Between them the households in the sample had 199 children (94 Killinarden; 105 Fettercairn). The average number of children per household was 2.19 for Killinarden site compared with 2.65 Fettercairn (Table 4.3).

Table 4.2: Marital Status of Respondents

Marital Status	Single		Married		Co-habiting		Separated/ Divorced		Widow(er)	
	n	%	n	%	n	%	n	%	n	%
Killinarden	22	47.8	15	32.6	5	10.9	4	8.7	0	0
Fettercairn	13	32.5	14	35.0	7	17.5	2	5.0	4	10.0

Table 4.3: Number of Children in Household

Number of Children	Killinarden N households	Fettercairn N households
0	4	1
1	42	39
2	33	34
3	10	21
4	5	9
5	3	2
6	1	0
Mean per Household	2.19	2.65

Respondents were from a variety of national, cultural and racial backgrounds. In terms of nationality, the Killinarden is more homogenously Irish (93.5%) compared with Fettercairn which appears to have a wider distribution of nationalities in that 77.5% are Irish nationals compared with 22.5% who said they were either Nigerian, Bulgarian, Congolese, Ghanaian, English or Somalian.

Figure 4.1a: Ethnic and Racial Differences Killinarden
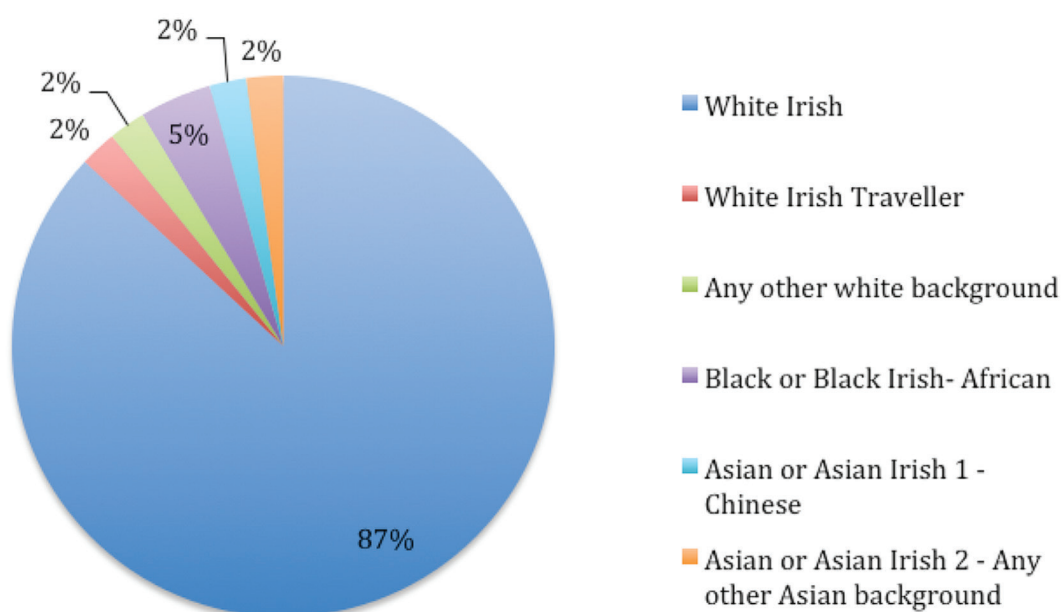
Data on racial / ethnic background reveals the distinct make up of each of the pilot areas. The data reflect the commonly held view that Fettercairn is the more racially heterogeneous of the two sites: compared with Killinarden, a quarter of the respondents are Black African or Black Irish-African. Killinarden participants were comprised of 87% white Irish in contrast with Fettercairn 62%.

Figure 4.1b: Ethnic and Racial Differences Fettercairn

Legend:
- White Irish
- White Irish Traveller
- Any other white background
- Black or Black Irish-African
- Asian or Asian Irish 1-Chinese
- Asian or Asian Irish 2- Any other Asian background

Pie chart values: 62%, 25%, 5%, 3%, 3%, 2%
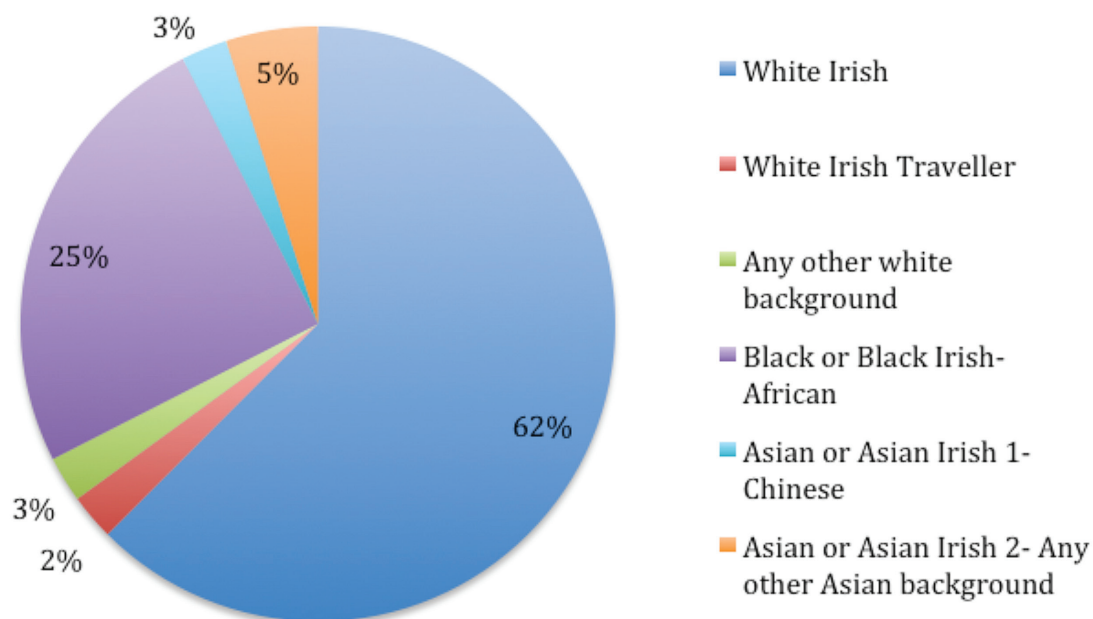
Both pilot areas have distinct housing profiles. Almost all respondents, apart from some unspecified exceptions, have rental tenures, i.e. none were owner-occupiers or private rented tenants. In Killinarden the majority of respondents (38 or 82.6%) rent from a housing association compared with the minority who rent from the local authority (7 or 15%). In contrast, all of the respondents in Fettercairn were local authority tenants.

More than half of respondents in Fettercairn reported that they had a burglar alarm while in Killinarden, 20 (50%) respondents reported that they had an alarm system installed. When compared with the national rate for monitored burglar alarms of 15%, the pilot areas have a much lower level of access to monitored alarm systems than nationally. However, with 50% and 35% in the pilot areas having a non-monitored alarm, the rate is higher than the national figure of 27% of households with non-monitored alarm systems (CSO, 2010). A small number indicated that they had their own CCTV camera or had a watch dog.

Table 4.4: Access to Private Security Goods

	Monitored Burglar Alarm		Non-Monitored Alarm		Other		None	
	n	%	n	%	n	%	n	%
Killinarden	4	8.7	16	34.8	0	-	25	56.5
Fettercairn	2	5.0	20	50.0	5	12.5	13	32.5
National		15%		27%				42%

4.2 The Community Safety Initiative

Data were gathered in relation to awareness of, participation in the activities of, and intense engagement in the Community Safety Initiative. The majority of respondents in both sites reported that they were not aware of the Initiative (Killinarden Site = 63%; Fettercairn Site = 55%). However given that the Initiative had ended in the summer of 2012, significant numbers were aware that the Initiative had taken place (see analysis below).

Respondents were asked in their own words what they understood the Community Safety Initiative to be as selectively summarised in Figure 4.2.[3] Most said that they thought it was about safety in the home and the community and to encourage neighbours to work together. A smaller number of responses indicated that they didn't know what it was.

Figure 4.2: Selection of Qualitative Responses to 'What do you know the CSI to be about?'

"To improve families lives and safety of this area. I heard from my neighbours."

"Working with the children and the council to stop anti social behaviour. Trying to make improvements."

"Aware of work in [another area]. Know of the work but not definite details".

"Safety and beauty of the place."

"Took part in clean up day noticed signs around for road safety."

"They come to help improve the area. They put up fencing to stop squatters in the area."

"Haven't heard anything about CSI."

"There are Garda involved in CSI. Camera's are not monitored. Meetings not regular enough".

"Good communication, safety for children".

"To check some things in the community and to make sure people feel safe".

The questionnaire sought to estimate whether households were aware of the RAPID Co-ordinators implementing the Community Safety Initiative and most were not aware. Equally, the majority in both areas had not met the RAPID Co-ordinator after being prompted with the co-ordinators' names. In Fettercairn however, 40% of respondents had met with the RCs, yet only 17.4% reported that they were aware of their implementation of the Initiative. Interestingly, in Fettercairn respondents who reported meeting with the RCs said they met them on average 1.88 times which was more than twice the average for Killinarden. This perhaps reflects differences in activity levels between sites and indicates that there was greater penetration into the site at Fettercairn. However when asked if respondents were directly involved or had family members involved in the Initiative a higher proportion of respondents in Killinarden reported that their household was involved.

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[3] The full verbatim data are presented in Appendix 3.

Table 4.5: Awareness of, Engagement with and Involvement in CS / RAPID

	Killinarden %		Fettercairn %	
	Yes	**No**	**Yes**	**No**
Aware of RAPID Co-ordinators & CS	21.7	76.1	17.4	82.6
Met with Rapid Co-ordinators	17.4	82.6	40.0	60.0
Involved Personally in CS*	21.7	76.1	15.0	82.5
Family Member Involved*	13.0	76.1	2.5	97.4

*Small number of missing values due to non-response to the question.

As part of the Initiative a series of events was held to encourage the participation of residents on both sites. Christmas parties were held in December 2011; two coffee mornings were held in Fettercairn Community Centre and one in Killinarden Community Centre in February 2012. Also in February 2012, a flyer was distributed to households advertising events and services available. Specific clean up events were held at the Killinarden site as well as a hanging basket and planting workshop. Respondents were asked to indicate if they attended any event; if they did not attend but were aware of it; and if they had received the flyer.

In the Killinarden site attendance at the "Clean Up" was the highest for all at almost 60% and 80% of respondents said that they were aware of this event (table 4.6). More than two thirds recalled that they had received the flyer indicating a high degree of penetration of this particular action by the Initiative. Smaller attendances were recorded at key events such as the Coffee morning and hanging basket workshops but almost a quarter of respondents said they attended the Christmas party.

Table 4.6: Community Safety Initiative Events and Actions at Killinarden

Event / Action	Attended Event		Aware		*Missing values
	Yes %	**No %**	**Yes %**	**No %**	**%**
Christmas Party	23.9	76.1	41.3	52.2	6.50
Coffee Morning	8.7	91.3	39.1	5.5	4.30
Hanging Basket Workshop	10.9	87.0	45.7	50.0	4.30
Clean Up	58.7	41.3	80.4	15.2	4.30

*Mostly arising from non-response. Values here represent the highest rate for a category.

At Fettercairn, 40% of respondents had attended the Christmas party and three quarters were aware that it was taking place. The participation at coffee morning events is, as in the Killinarden site, modest but this is reflective of the fact that not all respondents could possibly be available at this time of the day. Again 60% of respondents recalled that they had received the flyer advertising services and events.

Table 4.7 Community Safety Initiative Events and Actions at Fettercairn

Event / Action	Attended Event		Aware		*Missing values
	Yes %	No %	Yes %	No %	%
Christmas Party	42.5	45.0	75.7	22.5	12.5
Coffee Morning 1	12.5	72.5	42.5	47.5	15.0
Coffee Morning 2	15.0	47.5	30.0	37.5	32.5

*Mostly arising from non-response. Values here represent the highest rate for a category.

Notwithstanding the modest attendances at some events, the Initiative managed to achieve a level of dispersal which was impressive given the limited time in which the RAPID assignment was in train. When asked what else the Initiative could have done to improve community safety, respondents in general asked for more of the type of interventions that were initiated, a summary of which is in Appendix 4.

4.3 Respondents' Perceptions of Safety and Change

Respondents were asked to indicate their attitude to a set of standard statements about the area. The data reflect whether they agree / disagree with the statement and the intensity with which they hold this perception.

Table 4.8: Perceived Reductions Crime, Behaviours and Related Issues in the Last Two Years; Killinarden

	Strongly disagree	Disagree	Neither agree/ disagree	Agree	Strongly agree	Missing
	%	%	%	%	%	%
Less Anti-social behaviour	23.9	39.1	13.0	23.9	-	-
Less Vandalism and graffitti	17.4	39.1	15.2	26.1	2.2	-
Drug use decreased	34.8	19.6	34.8	8.7	2.2	-
Less vandalism	8.7	52.2	17.4	17.4	-	4.3
Less racism	6.5	18.2	47.7	27.3	-	4.3
Less crime	17.4	45.7	19.6	15.2	-	2.2
Less gang activity	37	28.3	19.6	10.9	2.2	2.2

For the Killinarden site the wider perception is that the area has not improved greatly in relation to decreasing patterns of crime and antisocial behaviour. Clear majorities strongly disagree or disagree that there are felt decreases in anti social behaviour, graffiti, drug use, vandalism, crime or gang activity. The only departure from this pattern is in relation to racism: however, interview data reveals that racism was never a major issue for the Killinarden site. Almost a quarter of respondents agreed that there were some improving patterns especially in relation to crime (15.2%) and graffiti (26.1%). There are little or no 'strongly agreed' perceptions in relation to any of the statements compared with the distribution for more hardened negative perceptions. The strength of perception therefore is, on balance, negative (Table 4.8).

When shown these findings in a focus group, there was emphatic agreement that anti-social behaviour had not decreased and if anything had got worse. Taking up some of the related findings, two participants revealed some disagreement in whether graffiti and vandalism had changed, that it produced different effects for them and that people in parts of the Killinarden site experience the neighbourhood differently.

Participant

MB: When we asked people about if there was less vandalism…

1:   I'd say there's less graffiti. Vandalism….

2:   I think it's probably the same.

1:   Like the smashing of the cars and all that but there's no spray painting and all that has stopped. So the graffiti has stopped. But not vandalism.

2:   Yeah.

1:   People does be coming back from pubs and smashing car windows for the craic like. I don't know what they get out of it but you wake up in the morning and there's all glass all over the road.

2:   And it could be like two or three cars on the road. It wouldn't be just one.

MB: How does it make you feel about living in the area?

2:   I hate living there.

1:   I love living there.

2:   I hate it.

1:   I like it, I have no problems. Even the taxi man bringing home me shopping said 'I'd bet you can't wait to get out of here'. But I like it. Why would I want to get out of here? I have me neighbours.

2:   You've a lovely end.

The negative tending results for the Killinarden site are borne out when examining responses to the perceptions of improvements in the quality of life in the area (Table 4.9). Again there are little or no strongly held perceptions of improvements. Almost 54% disagree that there has been an increased Garda presence while almost one third were neither agreed nor disagreed. On the plus side more than 40% of respondents in Killinarden perceive a greater sense of community and approximately 35% perceived that there was a better physical environment including planting, and less dumping. This might reflect the central focus on environmental improvements and getting neighbours to know one another better. In general, perceptions are either neutral or negative.

Table 4.9: Perceptions of Improvements at Community Level in the Last Two Years, Killinarden

	Strongly disagree	Disagree	Neither agree/ disagree	Agree	Strongly agree	Missing
	%	%	%	%	%	%
Increased Garda presence	23.9	29.5	31.8	13.6	-	4.3
Young people have more pride	17.4	43.5	26.1	13.0	-	-
Community feels safer	23.9	29.5	31.8	13.6	-	4.3
Physical environment has improved	8.7	32.6	23.9	32.6	2.2	-
Better security infrastructure	17.4	56.5	10.9	15.2	-	-
More sense of community	8.7	23.9	21.7	39.1	4.3	2.2
There are more activities for young people	37	28.3	20.0	11.1	2.2	2.2

Table 4.10: Perceived Reductions Crime, Behaviours and Related Issues in the Last Two Years, Fettercairn

	Strongly disagree	Disagree	Neither agree/ disagree	Agree	Strongly agree	Missing
	%	%	%	%	%	%
Less Anti-social behaviour	17.5	15.0	5.0	55.0	7.5	-
Less Vandalism and graffitti	17.5	25.0	33.3	22.2	-	10.0
Drug use decreased	15.0	22.5	30.0	20.0	2.5	10.0
Less vandalism	17.5	27.5	15.0	35.0	5.0	-
Less racism	22.5	25.0	22.5	27.5	-	2.5
Less crime	2.5	30.0	27.5	40.0	-	
Less gang activity	12.5	20.0	17.5	37.5	5.0	7.5

In contrast, the results for perceptions of crime and anti-social behaviour in Fettercairn are somewhat more positive. For example 62.5% agreed that anti social behaviour decreased in the last two years compared to under one third who generally disagreed. A total of 40% perceived that there was less vandalism and 42% agreed that there was less gang activity compared with 32.5% who disagreed. In this category, perceptions appear to be less strong on the negative side: the finding for decreased anti-social behaviour appears to be the strongest given that only 5% neither agreed/disagreed (Table 4.10).

A focus group in Fettercairn comprised of service personnel was fairly decisive in tying these findings to specific actions taken in relation to the physical environment and the youth intervention:

Participant

1:   They are seeing the obvious improvements. The railings, the camera and there was a few other projects where CSI organised the bins and they were chained and locked. They noticed and would have seen the input and I'd say that was a factor for this. And also the big thing was that the Guards called to the parents of the main sort of [people involved] there so they would have known and seen all of that in action.

MB: Would you think that the kinds of things that the CSI are doing caused that response?

2:   I think so. I think those physical things that people can see definitely would have improved life for them in Fettercairn. I am just wondering if the survey was given to residents of Fettercairn [as a whole] would we see the same, it might be a contradiction. I don't know.

MB: That's a fair point.

2   But I think the locks, the railings, the increased presence, the camera definitely had an impact for families living in Fettercairn. It improved life for them.

MB: That's a good result so really. [nods in agreement].

In relation to the improvements at community level, the positive results for Fettercairn appear to be even stronger. While there is a clear perception that there has been no increased Garda presence or pride amongst young people, 57% agreed that there was a greater sense of community, 60% agreed that there was improved community infrastructure; and 60% perceived that there were more activities for young people. Those with more negative perceptions appear to hold that view more intensely compared with those who perceive positive changes (Table 4.11). On balance the results in this table are positive.

This mobilisation of the inter agency response at local level in this pilot site has shown stakeholder agencies and the community what can be achieved with such collaboration and underlines the impact of the Initiative at this level.

Table 4.11: Perceptions of Improvements at Community Level in the last 2 years, Fettercairn

	Strongly disagree	Disagree	Neither agree/ disagree	Agree	Strongly agree	Missing
	%	%	%	%	%	%
Increased Garda presence	17.5	43.6	10.0	25.0	2.6	2.5
Young people have more pride	22.5	27.5	12.5	37.5	-	-
Community feels safer	10.0	27.5	17.5	42.5	2.5	-
Physical environment has improved	12.5	17.9	7.7	56.4	5.1	2.5
Better security infrastructure	15	25.0	12.5	37.5	2.5	7.5
More sense of Community	2.5	25.0	15.0	45.0	12.5	
There are more activities for young people	17.5	17.5	5.0	45.0	12.5	2.5

Reflecting upon their current feelings of safety the questionnaire asked respondents to rate their safety in the neighbourhood, in their homes and how safe they felt their children were. Results are outlined in Tables 4.12 and 4.13 below for Killinarden and Fettercairn respectively. These self-report responses on affective safety were analysed alongside participation in Community Safety events to establish if there was an effect of, or an association with, participation or awareness. No statistically significant results were observed.

Table 4.12: Perceptions of Safety - Killinarden

	Not at all safe	A little unsafe	Neither safe nor unsafe	Safe	Completely safe
	%	%	%	%	%
As a place to live, do you feel that your community/ neighbourhood is	15.2	34.8	17.4	30.4	2.2
How safe do you feel in your home?	4.4	13.3	6.7	60.0	15.6
How safe do you feel your children are?	11.9	14.3	14.3	50.0	9.5

Respondents in Killinarden appear to feel relatively safe in their homes –three quarters of the residents surveyed said they were safe or completely safe, compared with less than 20% who were not safe or a little safe. This contrasts somewhat with feelings of safety in the neighbourhood as a whole where only a third feel safe compared with half who said they were not safe or only a little unsafe. Almost 60% report that they felt their children were safe compared with 12% who felt their children were unsafe as graphically displayed in Figure 4.2 below.

Figure 4.2: Perceptions of Child Safety in Killinarden
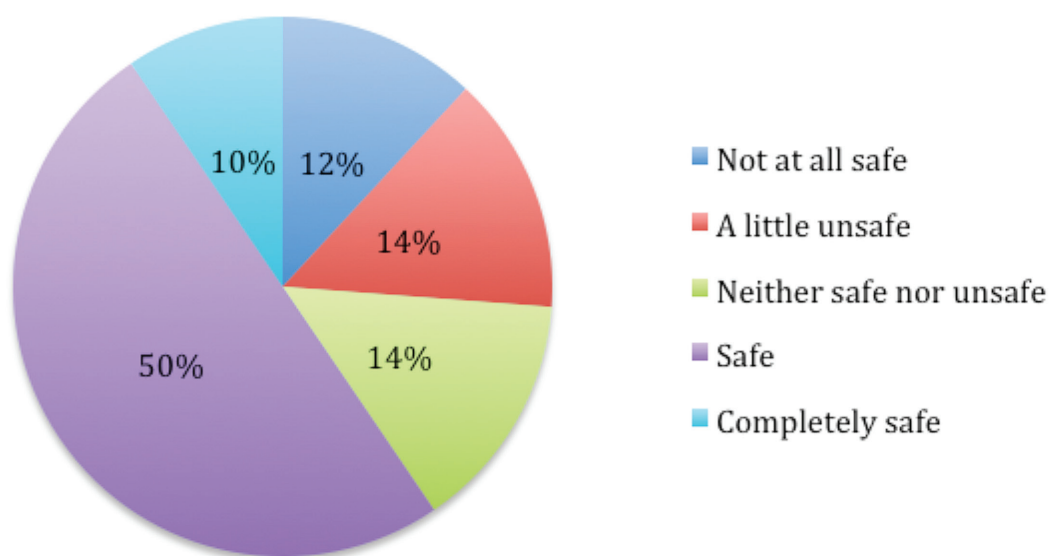
	Not at all safe	A little unsafe	Neither safe nor unsafe	Safe	Completely safe
	%	%	%	%	%
As a place to live, do you feel that your community/ neighbourhood is	12.5	25.0	17.5	42.5	2.5
How safe do you feel in your home?	15.0	7.5	7.5	60.0	10.0
How safe do you feel your children are?	18.4	21.1	7.9	47.4	5.3

In Fettercairn the proportion of respondents saying they felt the neighbourhood was safe or completely safe is 45% which contrasts with 32% in the Killinarden site. Seventy percent of Fettercairn respondents say they felt safe in their homes. A lower proportion of residents felt their children were safe in Fettercairn when contrasted with Killinarden (52.7 % compared with 60%) and correspondingly 19% said they felt their children were not at all safe and 21% only a little unsafe. Put in other words, a sizeable minority of residents (40%) expressed concern in relation to their children's safety which is much higher than for Killinarden.

Figure 4.3: Perceptions of Child Safety in Fettercairn

How safe do you feel your children are?

- Not at all safe
- A little unsafe
- Neither safe nor unsafe
- Safe
- Completely safe
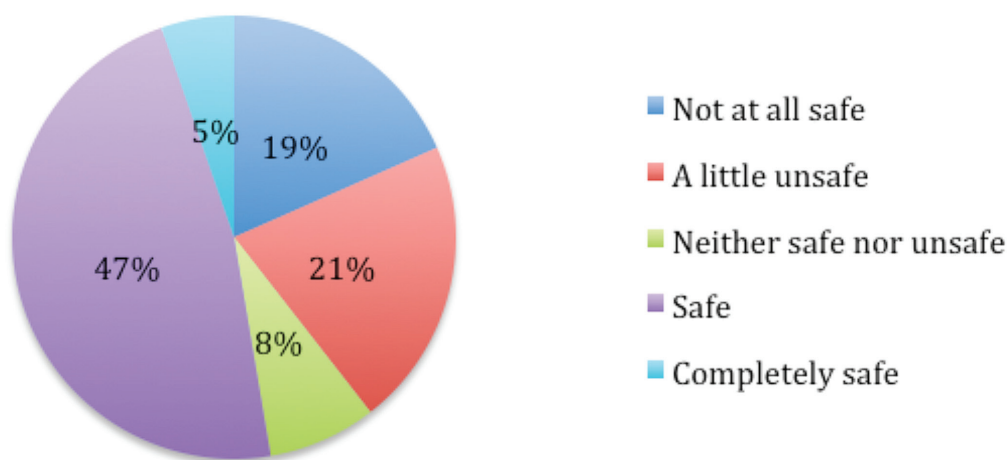
In both pilot sites, respondents reported having experienced a wide range of crimes and incivilities. Unsurprisingly there are higher frequencies for neighbourhood incivilities such as graffiti and littering in the neighbourhood compared with personal assaults and burglaries. However these rates of victimisation for the latter category are relatively high given that the Crime Victimisation data from the Quarterly National Household Budget Survey 2010 gives a national figure of 3% for burglary and 1% for assault. In addition the local figures for car theft (15% and 13%) are also alarmingly high when compared with the national figure of 1%, albeit that the number of cases in this survey are small.

Table 4.14: Distribution of Households Experiencing Crime and Incivilities in Last Two Years

	Killinarden		Fettercairn	
	n	%	n	%
Burglary	10	21.7	12	30
Theft other than at home	14	30.4	17	42.5
Theft of car	6	13	6	15
Theft item from car	9	19.6	11	27.5
Personal assault	10	21.7	10	25
Personal intimidation	16	34.8	25	62.5
Vandalism to home	11	22.9	20	50
Graffiti to home	5	10.9	12	30
Graffiti in neighbourhood	30	65.3	27	67.5
Littering to home	18	39.1	23	57.5
Littering in neighbourhood	38	82.6	36	90

Looking at the frequency of victimisation for Killinarden, with the exception of litter and graffiti, the majority of residents have never been victims of the listed crimes e.g. 78% in the case of burglary. In general while victimisation is a feature of life, it is infrequent as the data are clustered in one side of the table (see tables 4.15 and 4.16).

Table 4.15: Crime Victimisation and Incivilities in Neighbourhood, Killinarden

Killinarden	Never	A few times a year or less	Once a Month or Less	A few times per month	A few times a week	Everyday	Missing Values
	%	%	%	%	%	%	%
Burglary	78.2	21.7	-	-	-	-	-
Theft other then home	69.6	30.4	-	-	-	-	-
Theft car	82.6	13.6	-	-	-	-	4.3
Theft item car	76.1	21.7	-	-	-	-	4.3
Personal assault	76.1	21.7	-	-	-	-	2.2
Personal intimidation	65.2	32.6	2.2	-	-	-	-
Vandalism home	76.1	21.7	2.2	-	-	-	-
Graffiti home	89.1	10.9	-	-	-	-	-
Graffiti neighbourhood	34.8	60.9	2.2	-	-	-	-
Litter home	60.9	26.1	2.2	-	-	-	-
Litter neighbourhood	17.4	67.4	-	-	-	-	-

Victimisation in Fettercairn appears to follow a similar pattern (Table 4.16) but data for some categories e.g. litter in the neighbourhood and graffiti in the neighbourhood, show that a small number of respondents experience these acts.

Table 4.16: Crime Victimisation and Incivilities in Neighbourhood, Fettercairn

Killinarden	Never	A few times a year or less	Once a Month or Less	A few times per month	A few times a week	Everyday	Missing Values
	%	%	%	%	%	%	%
Burglary	70.0	25.0	2.5	2.5	-	-	-
Theft other then home	57.5	40.0	2.5	-	-	-	-
Theft car	77.5	12.5	2.5	-	-	-	7.5
Theft item car	65.0	27.5	-	-	-	-	7.5
Personal assault	75.0	25.0	-	-	-	-	-
Personal intimidation	37.5	52.5	5.0	-	-	5.0	-
Vandalism home	50.0	47.5		2.5	-	2.5	-
Graffiti home	70.0	30.0			-		-
Graffiti neighbourhood	30.0	50.0	10.0	5.0	-		2.5
Litter home	42.5	37.5	5.0	5.0	-	2.5	-
Litter neighbourhood	10.0	62.5	5.0	12.5	-	2.5	-

In both areas the majority of respondents said that they had reported the incidents of crime, vandalism, littering etc to appropriate authorities. Less than one third did not report (Table 4.17).

Table 4.17: Reporting Crimes and Incidents

	Killinarden		Fettercairn	
	n	%	n	%
Yes	27	58.7	26	65.0
No	15	32.6	12	30.0
Missing values / Non-response	4	8.7	2	5.0
Total	46	100	40	100

	Killinarden n	Fettercairn n
	n	**%**
Gardai	6	10
Estate Management Group	10	5
Both Gardai and Estate Management	9	4
Other: Council, Housing Association, Neighbour reported the incident	3	11
Total	28	30

Tables 4.19 and 4.20 outline the responses to the question 'To what extent does each factor make you feel safe or unsafe in you community?'. Taking the first response, it is clear that in both areas, respondents feel that An Garda Síochána make them feel safe. However, the result for Fettercairn is stronger with 28.2% saying that this makes them feel very safe. This compares with only 8.7% in Killinarden. Responses to 'people living on the estates' generally attracted neutral responses however, as did responses for 'young people living on the estate'. The responses for Fettercairn are slightly higher on the 'safe' and 'very safe' end of the continuum. When respondents are asked to differentiate between young people and adults, both give similarly neutral answers. However the responses in relation to adults show a 40:60 divide between Killinarden and Fettercairn respectively. This appears to point towards a higher degree of trust in other adults in Fettercairn.

Residents of both estates are emphatic: young people and adults who do not live in the estate appear to produce greater feelings of un-safety among residents; and for both areas this appears to be stronger for 'young people who do not live on my estate'. Having good relations with neighbours contributes to a strong sense of safety for both pilot areas but again this appears to have brought a stronger response from Fettercairn 85% compared with 74%. Not surprisingly, anti-social behaviour in both areas produces feelings of un-safety.

Residents in both areas are also emphatic that drunken attacks, burglary, racially motivated anti social behaviour and gang activity are factors that produce un-safety. However in this section of the data there is a high number of missing values due to non-response.

Table 4.19: Factors that Respondent's Identify as Making Them Feel Safe, Killinarden

Factors that make me feel	Very unsafe	A little unsafe	Neither safe/ unsafe	A little safer	Very safe	Missing
	%	%	%	%	%	%
An Garda Síochána	-	6.5	30.4	54.3	8.7	-
Other people who live in my estate	4.3	23.9	45.7	26.1	-	-
Young people who live in my estate	4.3	23.9	45.7	26.1	-	-
People (adults) who live in my estate	4.3	10.9	41.3	37.0	4.3	2.2
Young people who do NOT live in my estate	23.9	41.3	26.1	8.7	-	-
Older people (adults) who do NOT live in my estate	13.0	39.1	39.1	6.5	2.2	-
The physical environment in my estate	13.0	21.7	54.3	8.7	2.2	-
Knowing my neighbours	6.5		19.6	52.2	21.7	
Anti-social behaviour (e.g. noisy neighbours, forms of harassment)	17.4	37.0	30.4			15.2
Drunken attacks or assaults	23.9	32.6	30.4			13.0
Burglary/crime	43.5	38.1	14.3			8.7
Racially motivated anti-social behaviour	19.6	26.1	30.4	2.2		21.7
Gang activity	34.8	28.3	21.7	2.2		13.0

Table 4.20: Factors that Respondent's Identify as Making them Feel Safe, Fettercairn

Factors that make me feel	Very unsafe	A little unsafe	Neither safe/ unsafe	A little safer	Very safe	Missing
	%	%	%	%	%	%
An Garda Síochána	2.5	-	20	47.5	28.2	2.5
Other people who live in my estate	5.0	25.0	35.0	27.5	5.0	2.5
Young people who live in my estate	5.0	25.0	35.0	27.5	5.0	2.5
People (adults) who live in my estate	2.5	5.0	32.5	52.5	7.5	-
Young people who do NOT live in my estate	25.0	40.0	35.0	-	-	-
Older people (adults) who do NOT live in my estate	17.5	30.0	40.0	5.0	-	7.5
The physical environment in my estate	17.5	40.0	20.	20.0	-	-
Knowing my neighbours	-	-	15.0	52.5	32.5	-
Anti-social behaviour (e.g. noisy neighbours, forms of harassment)	17.5	37.1	37.1	5.0	-	12.5
Drunken attacks or assaults	27.5	20.0	25.0	7.5	-	20.0
Burglary/crime	57.5	21.9	6.3	-	-	20.0
Racially motivated anti-social behaviour	30.0	20.0	20.0	5.0	-	25.0
Gang activity	42.5	15.0	22.5	5.0	-	-

Respondents were asked to give their view on the extent to which a list of agents were currently contributing to creating a safer community. Responses from both communities reveal a nuanced picture. Respondents considered that An Garda Síochána were making somewhat of a contribution but the trend in the Killinarden site was towards the negative side of the spectrum (see Table 4.20 and Table 4.21 below).

In both areas it was felt that young people were not at all or contributing a little to safety: this is strongest in Killinarden. In both areas it was felt that the SDCC was not at all or only contributing a little to safety which is a surprising perception given the profile of the RCs in these estates. On balance, respondents seemed to indicate they were themselves currently contributing in someway to a sense of safety in both areas. Looking at the responses for 'parents' and 'yourself' it appears that the strong positively balanced answers in Fettercairn seem to indicate a strong sense of self-efficacy or a positive belief that the area can contribute to its own organisation.

Table 4.21: Respondents' Evaluations of Agents of Safety, Killinarden

Agents Creating A Safe Community	Not at all	A little	Somewhat	Quite a Bit	A Lot	Missing
	%	%	%	%	%	%
Garda	21.7	37.0	23.9	8.7	8.7	
Parents/ adults	17.4	7.0	24.4	17.4	2.2	2.2
Young people	56.5	23.9	11.1	4.4	2.2	2.2
Residents/ neighbours	8.7	30.4	13.0.	30.4	15.2	2.2
Yourself	4.3	32.6	19.6	30.4	10.9	2.2
The estate management	28.3	19.6	21.7	21.7	6.5	2.2
South Dublin Council	50.0	13.0	13.0	2.2	2.2	19.6
Everyone	10.9	37.0	23.9	15.2	6.5	6.5

Table 4.22: Respondents' Evaluations of Agents of Safety - Fettercairn

Agents Creating A Safe Community	Not at all	A little	Somewhat	Quite a Bit	A Lot	Missing
	%	%	%	%	%	%
Garda	12.5	30.0	27.5	15.0	15.0	
Parents/ adults	7.5	32.5	25.0	30.0	5	
Young people	45.0	22.5	15.0	15.0	2.5	
Residents/ neighbours	12.5	35.0	12.5	25.0	15.0	
Yourself	7.5	27.5	15.0	27.5	22.5	
The estate management	10.0	7.5	32.5	15.0		7.5
South Dublin Council	27.5	30.0	5.0	22.5	7.5	7.5
Everyone	17.5	17.5	25.0	22.5	10.0	7.5

Respondents were asked to indicate their attitudes to aspects of living in their neighbourhood. In both neighbourhoods half of those surveyed thought that it was a good place to live, slightly stronger for Fettercairn. Most respondents said they could recognise most of the people living in the area and only half said that they did not think their neighbours knew them. Approximately 78% in both neighbourhoods indicated they cared what their neighbours thought of them. In terms of believing in their own self-efficacy, it might be argued that Fettercairn residents have a strong resolve in their own capacity for problem solving. When asked if they were intent upon living in the area for a long time, approximately 57% in both neighbourhoods thought this to be true but Fettercairn residents appear to be stronger in this resolve in comparison to Killinarden residents (Tables 4.23 and 4.24 below).

Table 4.23: Perceptions of Living in the Neighbourhood, Killinarden

	Completely Untrue	Mostly untrue	Neither true or untrue	Mostly True	Completely True
	%	%	%	%	%
I think my area is a good place for me to live.	8.7	17.4	23.9	43.5	6.5
People living in my area do not share the same values.	2.2	26.1	26.1	34.8	10.9
I can recognise most of the people who live in my area.	2.2	8.7	13.0	54.3	21.7
I feel at home in my area.	8.7	10.9	21.7	47.8	10.9
Very few of my neighbours know me.	17.4	23.9	10.9	41.3	6.5
I care about what my neighbours think of my actions.	4.3	4.3	13.0	52.2	26.1
I have no influence over what this area is like.	4.3	17.4	28.3	32.6	17.4
If there is a problem in this area people who live here can get it sorted.	2.2	28.3	45.7	19.6	4.3
It is very important to me to live in this particular area.	23.9	26.1	17.4	13.0	19.6
People in this area generally do not get along.	10.9	41.3	34.8	13.0	
I expect to live in this area a long time.	17.4	10.9	15.2	34.8	21.7

Table 4.24: Perceptions of Living in the Neighbourhood, Fettercairn

	Completely Untrue	Mostly untrue	Neither true or untrue	Mostly True	Completely True	Missing
	%	%	%	%	%	
I think my area is a good place for me to live.	10.0	7.5	27.5	52.5	2.5	
People living in my area do not share the same values.	5.0	12.5	22.5	37.5	22.5	
I can recognise most of the people who live in my area.	2.5	2.05	12.5	50.0	30.0	
I feel at home in my area.	10.0	12.5	20.0	45.0	12.5	
Very few of my neighbours know me.	20.0	22.5	5.0	50.0	2.5	
I care about what my neighbours think of my actions.	7.5	2.5	10.3	50.0	27.5	
I have no influence over what this area is like.	12.5	5.0	17.5	45.0	17.5	2.5
If there is a problem in this area people who live here can get it sorted.	7.5	17.5	22.5	47.5	5.0	
It is very important to me to live in this particular area.	35.0	22.5	15.0	12.5	12.5	2.5
People in this area generally do not get along.	12.5	32.5	28.9	20.0	2.5	5.0
I expect to live in this area a long time.	17.5	10.0	15.0	22.5	35.0	

4.4 Summary of Survey Results

- The distribution of survey respondents by nationality, race and ethnic group underlines the heterogeneous composition of both sites but particularly that of Fettercairn where 25% of the sample was comprised of African householders.

- The data for participation in and awareness of the Initiative indicates that the Initiative achieved a relatively good level of dispersal throughout and penetration into the community, given the visible nature of some of the activities and events.

- Perceptions of changes in anti social behaviour and crime are perceived as unchanged for the most part in the Killinarden site and focus group data indicates that, if anything, the problems became worse. As in Chapter 3, interviews with stakeholders in this site reveal that what constitutes anti-social behaviour for one agency or indeed for local residents, might not equate to a shared definition. The term anti-social behaviour might well be considered a catch all category for a spectrum of nuisance behaviours including dumping and littering.

- Perceptions of change on these issues in Fettercairn however show a strong sense of improvement especially in relation to anti social behaviour. This is in part generated by the work of the Initiative in both changes to the physical environment and in working with young people.
- Feeling unsafe, while acute for some, appears to be experienced intensely by a minority. Most people feel safe in their homes and feel their children are safe but appear to be conscious of risks in the neighbourhood. This might point to the need to think about engaging those who feel most unsafe.

Chapter 5. The Impact of the Assignment of RAPID Co-ordinators: Key Issues

5.1 Introduction

This Chapter outlines and discusses the impact of the Initiative in the second phase, and it identifies key issues for further discussion and reflection. The first phase of the Initiative was evaluated by the research team at NUIG as summarised in Chapter Two of this report.

Community safety is a relatively new idea in the Irish context. It mobilises citizens and the state in the co-production of safety and security in neighbourhoods. In this regard, community safety is potentially a radical communitarian approach to crime control (Hughes, 2007) in that it severs the traditional model of policing from police led crime prevention to a range of 'nodal' or networked approaches to social order (Shearing and Wood, 2003; Wood and Shearing, 2007). In this regard experiments with community safety should not be underestimated. Thus CDI has started a process with the SDCC who is already active as a player in the community safety field. Both parties are involved in an innovative process to change mindsets and to broaden action repertoires.

5.2 Impact of the Assignment of RAPID Co-ordinators to the Community Safety Initiative

5.2.1 Impact on the Approach of the RAPID Co-ordinators

The assignment gave the RAPID co-ordinators in the SDCC the scope to focus in on particular neighbourhoods for very specific attention. The assignment also gave the RCs a support framework in the CET within which they could identify precise community safety issues and work with CDI staff towards agreed actions. Working with the Community Safety Initiative Manual, the RAPID co-ordinators assigned to the Initiative had access to a key framework for the process and strategy adopted.

Communicating within the SDCC, the RAPID co-ordinators stimulated an interest within the Council amongst key staff for the approach. Line managers of the RAPID staff were also impacted by the assignment in that they identified specific areas in Tallaght West and other parts of the County where the same model could be deployed to deal with similar challenges to those identified in the pilot areas. The SDCC appears to be clear in its resolve to embrace this model within its brief as a key institutional player in the JPC structure.

A key dilemma for some RAPID staff was the extent to which the work they were assigned to under the Initiative was different to the problem solving and community development work that they might have done irrespective of the Initiative.

While all RAPID staff were involved in the process of planning, monitoring and implementing the Initiative, it was championed by one RC in particular who took on to drive the Initiative with the support of colleagues. Furthermore, the model was incorporated into the ongoing practice of this particular RC and was then implemented as an approach in other areas on an informal basis.

The key impact of the mainstreaming of the Initiative in partnership with SDCC has been to demonstrate that there is a role for local authorities in the implementation of community safety as a public good in addition to the existing structures, activities and statutory responsibilities of local authorities as implied by the sections 34-37 of the Garda Síochána Act 2005. Moreover, the Initiative demonstrates the practical steps that can be taken to drive a positive safety programme at local level and that there is a practitioner role in delivering community safety among local authority and Garda personnel.

5.2.2 Impact on the Approach of the CDI Team

Lessons learned from the previous stage of the Initiative from 2008-2011 were clearly taken on board by the CDI staff. The team worked through existing structures as brokered by the RCs – the latter used their existing networks and relationships at community level to deliver the Initiative in the pilot sites. The team acted in a support, resourcing and consultancy role. An example of this was the use of RP training by the key actors involved in the Initiative and its deployment to deal with specific issues in the Fettercairn site.

The team also brought forward the Community Safety Initiative Manual. The team have developed therefore a solid expertise in the planning, design and implementation of a community safety model that is ready for wider dissemination. The team has also developed a capacity to work with existing agencies and to serve as a hub for the complex network of inter-agency relationships that need to be mobilised to implement the Initiative.

5.2.3 Impact on the Community Safety Initiative Model

Two key goals of the Initiative at this stage were to mainstream it within existing agencies and to test out the Manual. While it was impossible to mobilise all aspects of the model in this stage, it is clear that the model can be deployed and implemented.

The implementation of the Initiative was hampered by the short timeframe. A clear consequence of this factor was the relatively little time to develop the capacity of community actors and local residents within the pilot sites.

These points aside, the learning at this period demonstrates that agencies, once committed can collaborate to achieve safety outcomes. The collaboration particularly at the Fettercairn site where community capacity and agency collaboration was more highly developed, demonstrates the potential of the model to produce real safety outcomes for residents.

5.2.4 Impact on Interagency Relationships

The Initiative managed to reignite an interest in community safety amongst the various stakeholders. The key agencies became partners in the Initiative and agencies such as An Garda Síochána, the Youth Service and the local authority along with key local resources, played some part at co-ordination or implementation level.

The Steering Committee developed an implementation and policy focused agenda and received updates on the progress from the two sites. Energies might have waned as the Assignment of the RCs began to run its course. That said the Initiative brought together a network of interested agencies that now provides a model for others to follow.

5.2.5 Impact on Perceptions of Community Safety among Residents

The results of the survey showed that perceptions of improvements in safety among households in the Fettercairn site were greater than they were for the Killinarden site. Also it might be noted that there was a greater collective capacity and a more acute awareness of the role of the RCs vis-à-vis safety in the former, compared with the latter.

There was more specific emphasis on producing tangible community safety 'quick wins' in the Fettercairn site and this, according to agencies there, was a critical factor in shaping the perceptions of improved safety. The physical and environmental improvements which helped to improve the physical appearance of the site at Killinarden could not have had the same impact upon perceptions of safety.

Local residents report that, by and large, they feel safe in their homes and the majority of households feel that their children are safe. There remains a challenge to practitioners and service providers in both communities to explore this issue further with an emphasis on fear reduction as well as promoting safety.

5.2.6 Impact on Relationships between Residents and those Delivering Services

The RCs used their existing contacts to make further inroads into communities that had felt abandoned. The African community at Fettercairn through their community leaders and in their survey responses, report that they have a better connection to community services. The RCs, along with other key actors in this community, most notably the Community Estate Management and the Fettercairn Community Centre, created a supporting and integrative network for these families and had tangible impacts on their quality of life. Residents in the Fettercairn site perceived there to be a better sense of community and that there were more facilities available for young people. A key lesson from this work is that it is bigger than safety and constitutes the front line of social cohesion practice.

While there was a noted increase in the sense of community at the Killinarden site, relationships between service providers and local residents have not greatly improved. Further community development work is needed in this site over a sustained period to help residents there to develop a clearer sense of identity and to improve their collective, civic engagement. This is not helped by the significantly weakened capacity of the Killinarden Community Centre, which while providing very important services to the community of Killinarden as well as a significant hub for the community, struggles to keep services going in light of budget cuts and funding challenges. Interviews with key stakeholders revealed how difficult it has been to maintain community engagement in the in-fill site despite the fact that there were very positive gains from the contributions of the local residents who took part in the Initiative.

5.3 Mainstreaming the CDI Community Safety Initiative

Key to the approach of the RCs and the CDI Community Engagement Team was to avoid some of the pitfalls identified in the earlier phase of the Initiative such as low community involvement and lack of buy-in for imported modalities of safety, such as the community safety contract. An early decision was taken not to pursue working with this measure that had hampered the Initiative in the early stages. The Restorative Practice process developed by CDI has become a model of dispute / conflict resolution that in many respects, supersedes the need for the contract in CS practice. It was important however to create this severance to enable the CET and the RCs to activate themselves to a different approach.

The goal of CDI in this phase of the Initiative was to mainstream community safety. This has been successful to a considerable extent. There are two critical aspects of the Initiative in this phase relating to mainstreaming that should be underlined.

The first concerns the horizontal integration of the RCs in the Tallaght West communities that were served by RAPID during its period of operation over a decade. The RCs were already integrated into community networks, had established a high level of goodwill and had existing knowledge of the safety issues being experienced by residents in the pilot sites. The Initiative was very quickly able to get practical 'quick win' actions mobilised to very positive effect owing to this level of horizontal integration.

The second relates to the vertical integration of the RCs in the local government system. The RCs were fully integrated members of the SDCC staff and participated in monthly staff conferences where they were able to communicate with officials at all levels of seniority. This had the potential to place community safety at the heart of good local government and to find a meaningful way in which the local authority and the citizen could cooperate to make communities safer. As a model for the governance of security in Ireland there are major lessons to be learned here for the social integration of isolated and marginalised communities. An added dimension of this vertical integration is the potential flow of capital between the agencies with which the SDCC is itself networked. Of immediate relevance here is the JPC through which the Council and An Garda Síochána have a relationship but also the Council is networked with public transport providers and other development agencies. The potential to mobilise a real impact should not be underestimated.

It follows that as a mainstreaming strategy by CDI this was a major success in that it managed to place community safety within the system of local government. Notwithstanding that the SDCC is fully active in this field anyway, the funding and co-working opportunities provided by the CDI enabled the RCs to engage in focused work in the two pilot sites which they otherwise might not have had the time, and most importantly, the autonomy to do.

It follows from this discussion that more time is required to enable community safety models to bed in, to pull together the complexities of the model and to build community capacity.

5.4 The Community Safety Model and Community Capacity

At the centre of the CDI community safety approach is the Community Safety Manual (CSM). The Manual gives effect to a logic model for the Initiative. As pointed out in Chapter Two, the spirit of the model is one that emphasises community participation and community ownership for community safety.

Bringing together the RCs and the CDI staff to work jointly was a critical element of the Initiative and enabled the speedy mobilisation outlined above. This was key to getting the Initiative active and on the ground in the pilot sites; to provide an immediate 'zoom in', as one team member pointed out. Within this model of action the opportunity exists to place community voices at the heart of the governance of safety and ultimately to create a more meaningful form of government. In this phase of the Initiative while the RCs were mobilsed very quickly to action the process outlined in the Manual, they were not sustained.

There are plenty of examples of the RAPID Co-ordinators making very tangible changes to the quality of life of individual tenants using simple crime prevention and safety measures which can be as straightforward as putting a piece of fencing on a wall. For the people in the housing estates these actions from the local authority may cost little but they give a clear message that government is responsive and that government matters. There is an issue, however about how sustainable it can be to provide these kinds of measures and whether they get beyond the immediate fix where individual households are the clients, to a wider community safety.

There is a practical dilemma at the heart of any short run project: how much emphasis on delivering results; and, how much development of local capacity? The emphasis on delivering to achieve quick safety outcomes resulted in the partial implementation of the Initiative. It seems that there is a need to implement all of the processes in the logic model in order to achieve the stated outcomes. CDI recognises that capacity building is central to manualised, evidence based approaches to deliver high quality implementation, and that there is a tension between manualised approaches and process led delivery of programmes.

5.5 Widening the Frame of Analysis and Action in Community Safety

The original research report (Axford et al, 2004) could not have grasped the complex changes about to unfold in Irish society in general and Tallaght West in particular. This is evident in the way in which stakeholders depicted the pilot sites. Two key issues stood out from these characterisations – the relative isolation of the Killinarden site; and the particularly vulnerable position of African families in Fettercairn, leading ultimately to racism towards them. In the case of Killinarden, residents spoke in a focus group of being "sandwiched" between the older housing and new housing and not knowing whether they were one or the other. This created a sense of abandonment and the need to fend for themselves. In Fettercairn the issues were about settling what could be a very fractious and ultimately conflict-laden situation, whilst child safety concerns were the initial foci of community safety. Thus the frame of action for community safety needs to be widened to one of achieving social cohesion in a multicultural society.

The needs and issues in the Killinarden site had to do with helping the local community to develop community ties. The assumption here is that without these ties they live in very isolated and highly individualised patterns which does not contribute to the natural 'soft' surveillance that exists in established communities. Recognising the broad complexity of needs in settling and building community in this neighbourhood, one key stakeholder in this area pointed out that if needs were to be prioritised, the community did not need a community safety initiative but a good GP service, better transport connections and access to a range of public and private services that the rest of society takes for granted.

In Fettercairn the issues at stake were much more centred upon conflict resolution. In this latter context the Initiative managed to make great inroads using the Restorative Practice model to great effect. The point already made above is that there is a need to build community structures around these practices.

An ongoing challenge for community safety and for community development more broadly concerns the idea of community itself. While both estates are regarded as 'interface' areas, the process of community building is made more complex by the fact that unlike their host communities, they are more socially and culturally heterogeneous. In this regard, residents may well have different expectations of what community means to them and the challenge is how to build community cohesion around a common sense of identity. This is a challenge to community safety and to community development given that identities are much more plural.

5.6 Building on Success and Developing Interagency Relationships

A key benefit of assigning the RCs to community safety is that it mobilised an existing network of service providers who are already working together to deliver public goods in the pilot areas. A senior Garda spoke highly of the good community of agencies that exists in Tallaght and the spirit of inclusion amongst these actors is a major asset to the community safety process. The inter-agency relationships worked very well. In the local Community Safety Steering Committee stakeholders reported that the Initiative gave a common sense of purpose to these networks of relationships and a common language for understanding and addressing issues.

The youth intervention at Fettercairn was a major success in many respects and was seen generally as contributing to what was regarded as a halting of anti-social behaviour in the newly built housing. Especially effective here was the inclusive strategy deployed by key stakeholders to broker the Restorative Practice approach which ultimately led to a win-win result for the young people and the community centre at Fettercairn. When looking at perceptions of change in the community, focus group participants pointed out that the effects of the crime

prevention measures at Fettercairn contributed to perceived drops in the level of anti-social behaviour. However youth service staff pointed out that there were ongoing concerns about the displacement of young people from the estate to a more secluded site which posed further risks to the young people themselves.

The Garda Youth Diversion Project (GYDP) at Fettercairn was involved in the youth subcommittee and participated in identifying and including young people under the Initiative. However the Project was not convinced by the categorisation of the young people targeted by the Initiative as 'hard to reach'. It is clear that most of the young people targeted by the Initiative already had some relationship and engagement with the youth service. While the GYDP has to prioritise young people who are referred by the Juvenile Liaison Officer (JLO) under the Garda Diversion Programme, the Initiative was also concerned with young people who were not necessarily dealt with under this scheme and may not indeed have come to the attention of the Gardai as offenders. Even still, records seen by the researcher reveal that most of the young people identified by the Initiative had current or previous engagement with the youth service. If there is a lesson here it is that community safety has to ensure that it works in an inclusive and co-ordinated way with existing providers, and with a commitment to an honest sharing of information together and an ethos that facilitates that sharing.

5.7 Fitting Actions to Context and Safety Outcomes

The community survey in both sites underlined that the Initiative achieved a good level of dispersal and penetration in the pilot sites during the short period of implementation. Responses from the Killinarden site appear to indicate that there has been little change in perceived safety, that there has been little change in anti-social behaviour and that problems that existed prior to the Initiative are still in place. This might say something about the need to consider the fit between actions and context. So a question here is whether the Killinarden site requires greater community development to create a common identity or does it need community safety? Results for Fettercairn showed a clear sense of improvement especially in that the majority of residents agreed that there was a reduction in anti-social behaviour. This appears to point towards the hypothesis that having a range of integrated preventive measures, using a combination of environmental, situational and social crime prevention measures achieves a greater sense of safety. Further piloting and evaluation of community safety might examine this more closely.

6.1 Local Actions in Tallaght West

While the Initiative made great strides towards realising safety outcomes and mobilising local representation and participation, the outcomes were strongest where existing community development infrastructure was more developed. It follows that community safety appears to be best delivered in this context. Where this infrastructure does not exist agencies should support its development as a priority to bring the community towards the capacity for participation.

This phase of the Initiative was oriented towards mainstreaming – bringing together the key statutory agencies with mandates in this area together with other key players. The principal recommendation arising from the evaluation is that the mainstreaming process should be extended across South County Dublin in other areas to be identified using the Community Safety Initiative Manual. Replication of the Initiative should be steered by a lead agency to act as the co-ordinating body with the support of a range of agencies and the local communities at the implementation level.

6.2 Community Safety Policy

6.2.1 A Lead Agency

Developments in the institutional framework for community safety have developed since the original piloting of community safety in Tallaght West from 2009. Local authorities have been working with An Garda Síochána to develop the role of JPCs. The focus for community safety practice to date has been concerned, in part, with social order issues in public housing estates. A key lesson from this report is that the local authority, by virtue of its co-ordinating capacity for local services and its pivotal position within the JPC structure, is the key agency for community safety.

6.2.2 A Support Agency

It is clear from the report that CDI has developed a strong expertise in implementing community safety. Therefore it has a specialist role in supporting agencies to replicate the community safety model in other settings. It has a role to play in setting forward guidelines for implementation, training and advising the lead agency.

6.2.3 Timeframe

Community safety processes require appropriate timeframes to enable the setting in place of structures, local training and capacity building, as well as the development and implementation of action plans. A minimum of three years is required in any further piloting to develop sustainable safety outcomes with a post-implementation phase of at least two years to maintain community capacity and to monitor community safety issues as they arise. Housing estates need these structures and processes for this period as they move towards maturation.

6.3 Community Safety Practice

6.3.1 Coalitions for Safety and Inclusive Practice

Community safety is a critical mechanism for thinking and acting cohesively between the state, civil society actors and the citizen. The learning from this evaluation is that community safety requires a commitment to building coalitions for safety that are inclusive, open and respectful. The experience with this Initiative has

shown that the use of problem solving, a commitment to dialogue and the use of restorative practices, are critical tools in the action repertoire of community safety.

The community safety practitioner is a highly skilled professional who has community development skills to facilitate community participation, together with an understanding of crime prevention, human security and social cohesion. The practitioner is also a person with mediation skills who can work within a restorative framework. This enables practice that can deliver real local solutions while helping agencies to shape their wider policies that produce security and safety effects.

6.3.2 Community Safety, Multi-Culturalism and Social Cohesion

Lessons learned from this process and evaluation underline the plural nature of community in social housing settings. In-fill housing developments and multi-tenure housing developments have been grafted onto existing communities: the residents in the latter ill-prepared perhaps to understand the change; those allocated social housing may encounter challenges in settling; and this, may be complicated by racial abuse. This raises a range of complex issues in relation to policy and practice in a variety of domains. Lessons from the implementation of the Initiative demonstrate the role that the RCs played in working with these complex challenges. The role of the practitioner in community safety is one of dealing with these multiple issues and working with people in the communities to resolve them.

6.4 Evaluation

The lead agency will be the body responsible for commissioning and evaluation of any community safety replication in consultation with the support agency. The evaluation will be a key means through which mainstreaming can be further developed and ultimately towards replication on a wider scale.

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Appendices

Appendix 1: Consent Form and Interview Schedule (Stakeholders)

Consent Form DUBLIN INSTITUTE OF TECHNOLOGY

Researcher's Name: DR MATT BOWDEN

Faculty/School/Department: Faculty of Arts and Tourism, School of Social Sciences and Law.

Title of Study:
Evaluation of Community Safety Initiative (CSI) West Tallaght

	YES	NO
Have you been fully informed/read the information sheet about this study?		
Have you had an opportunity to ask questions and discuss this study?		
Have you received satisfactory answers to all your questions?		
Have you received enough information about this study and any associated health and safety implications if applicable?		
Do you understand that you are free to withdraw from this study?		
• at any time		
• without giving a reason for withdrawing		
• without affecting your future relationship with the Institute		
Do you agree to take part in this study the results of which are likely to be published?		
Have you been informed that this consent form shall be kept in the confidence of the researcher?		

Signed:_____Date:_____

Name in Block Letters_____

Signature of Researcher:_____Date:_____

Interview Schedule

Interviewee:_____

A. Context

1. West Tallaght and the Pilot Estates for the Intiative – how would you describe them or characterise them in your own understanding?

2. Why was this initiative needed?

3. What aspects of the context did the initiative seek to change or address?

4. Was an alternative approach or strategy considered?

5. Where there external factors that contributed to the formation of this Initiative? For example an opportunity brought about because of a development in policy or the availability of funding?

B. Mechanisms

6. What was your own role / the role of your organisation / agency? What role do you think you are able to play or what contribution to you think you were able to make?
7. What are the key actions / measures that were used to change the conditions you described earlier (i.e. re: questions 1 and 2) as you saw it?

8. Where some of these actions easy to get off the ground compared with others? Which ones in your view 'worked well' in getting started?

9. Who decided on this range of actions? How was the decision made to use these actions? Did you think that you were able to make a contribution to decisions about what actions were chosen?

10. Can you outline how you think your organisation / agency / [or you yourself] worked with people from other organisations / agencies or interests in the Initiative.

C. Outcomes

11. Thinking back to the first reflection you were asked to make in question 1 – What changes do you think have been made by this intitiative?

12. Did the initiative teach you anything? What would you do if you were starting again?

13. What other actions would need to be taken to achieve change in the context? Who should be on board to make the change and what should they be asked to do?

14. Has the intitiative changed ways of working in any way? Can you list some key ways of working you think have been effected by this intiative? What are they?

15. If the Government was to change the way in which communities are made safe tommorrow, what would you advise them to do given what you have learned from this initiative.

16. Are there any other key issues you think the evaluation should note?

Thank you sincerely for your participation.

Appendix 2: Survey Questionnaire

COMMUNITY SURVEY

COMMUNITIES OF KILLINARDEN & FETTERCAIRN

Fieldworker Introduction

Hello, my name is…..

I am a researcher with CDI, the Childhood Development Initiative. We are interested in your views about community safety and the Community Safety Initiative which ran in your area from June 2011-June 2012. CDI is an organization that supports and funds a range of programmes to improve the lives of children and families in Tallaght West.

*The **Community Safety Initiative** is one of CDI's programmes. CDI worked with RAPID Coordinators from South Dublin County Council to improve safety in this community. This survey aims to capture the views of residents in the communities of Fettercairn and Killinarden about the Community Safety Initiative. The survey is being carried out by CDI with support from researchers at the Dublin Institute of Technology. The researchers will analyse the data and report back to the CDI on their findings.*

Would you be willing to answer some questions about this topic? It will take approximately 20 minutes

If respondent indicates, yes, proceed.

If no*, thank them for their time.

* If no- establish if this is on grounds of it being an inconvenient time before leaving and rearrange for more suitable time and date if appropriate.

If yes:

Everything you tell me is confidential and if you do not want to answer any of the questions, please just tell me this and I will move onto the next one. As I mentioned, the survey covers questions about your views of community safety and the implementation of the Community Safety Initiative. Have you any questions before I start?

Firstly, I would like to give you an information sheet about this survey with some contact details in case you have any further questions after we finish.

•Hand participant a personal copy of the information sheet

• Verbally guide the participant through the information sheet

Following completion of this:

'Are you still happy to take part in this survey?'

• Guide participant through completion of the survey

• Verbally ask each question and record the responses on the survey

PART 1: ABOUT THE PARTICIPANT

To be completed by the fieldworker:

1. **What community is the participant from?** ☐ Killinarden   ☐ Fettercairn

   Firstly, I am going to ask you some questions about yourself. The reason I am asking these questions is that we want to be able to demonstrate that we have participants that represent everyone who live in this area.

2. **Are you:** ☐ Male   ☐ Female

   [If this is clear, can be completed by the Fieldworker]

3. **Is this your current place of residence?** ☐ Yes   ☐ No

   If no, thank the participant for their time and do not proceed.

4. **What age is the participant:**

Age	18 – 24 years	25- 44 years	45- 64 years	65- 74 years	75 years and over
Tick					

   If participant is under the age of 18, thank them for their time and do not proceed.

5.   Are you:

☐ The head of the household

☐ Joint head of household

☐ Adult child residing in the house

☐ Other adult residing in the house

If so, get details _____

6.   How long have you lived in this estate? (if less than 1 year note the number of months= 6 months 6/12; 3 months 3/12 etc):_____

7.   Are you:

☐ Single

☐ Married

☐ in Civil Partnership

☐ Co-habiting

☐ Separated/divorced

☐ Widow/er

☐ Other_____

8.   Do you have children resident at this address? ☐ Yes   ☐ No

Age	Less than 1yr	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	22	24	25	26	27	28	29	30	30+
No. of children																																

9.   What is your nationality?_____

10.   Would you describe yourself as:

☐ White Irish

☐ White Irish Traveller

☐ Any other White background

☐ Black or Black Irish – African

☐ Black or Black Irish – any other Black background

☐ Asian or Asian Irish – Chinese

☐ Asian or Asian Irish – Any other Asian Background

☐ Other including mixed background

☐ All ethnic or cultural backgrounds

☐ Other (specify)_____

☐ Would rather not say

11. In relation to your house, are you (multiple answers possible here)

☐ Renting from the local authority / council

☐ Renting from a housing association

☐ Owner occupier

☐ Shared owner scheme

☐ Private tenant

☐ Other_____

12. Do you have any of the following security / safety devices available in your house?

☐ A monitored burglar alarm?

☐ Another / non-monitored burglar alarm?

☐ A medical emergency alarm / pendant alarm?

☐ Other not listed; please specify_____

PART 2: IMPLEMENTATION OF THE COMMUNITY SAFETY INITIATIVE

13. Were you aware of the CDI Community Safety Initiative?   ☐ Yes   ☐ No

14. In your own words, what did you understand the Community Safety Initiative to be about?

_____

_____

15. Were you aware of the role of the RAPID Coordinators in implementing the Community Safety Initiative in your area?

Prompt: These are Jerry Boyle, Sarah O'Gorman and Cathy Purdy   ☐ Yes   ☐ No

16. Did you ever meet any of the RAPID Coordinators?   ☐ Yes   ☐ No

17. **If yes, how many times?**_____

18. **What was the nature of the interaction?**

_____

19. **Were you or any of your family involved in the Community Safety Initiative?**

| Interviewee | ☐ Yes | ☐ No |
| Other family members | ☐ Yes | ☐ No |

20. **If yes, please give details of who was involved e.g sibling, spouse etc**

_____

_____

21. **If yes, how did you become involved:**

_____

_____

22. **What was the role(s) of you and/ or family member(s)?**

_____

_____

23. **If no, why have you not become involved?**

_____

_____

24. **Did you attend any of the following activities/?**

For Killinarden Residents:

Event	Date	Location	Attended? PLEASE CIRCLE		If you did not attend were you aware of the event occurring? PLEASE CIRCLE	
Residents Christmas Party	15.12.2011	Killinarden Community Centre (KCC)	Yes	No	Aware	Not Aware
Coffee Morning	07.02.2012	KCC	Yes	No	Aware	Not Aware
Hanging Basket Workshop	28.03.2012	KCC	Yes	No	Aware	Not Aware
Clean-up and Planting Day	14.04.2012	On Site	Yes	No	Aware	Not Aware
Did you receive the following?						
Community Flyer outlining the events and services available	13.02.2012	N/A	Yes	No	Aware	Not Aware

For Fettercairn Residents:

Event	Date	Location	Attended? PLEASE CIRCLE		If you did not attend were you aware of the event occurring? PLEASE CIRCLE	
Residents Christmas Party	13.12.2011	Fettercairn Community Centre (FCC)	Yes	No	Aware	Not Aware
Coffee Morning	09.02.2012	Fettercairn Parade	Yes	No	Aware	Not Aware
Coffee Morning	16.02.2012	K Close & F Ave	Yes	No	Aware	Not Aware
Did you receive the following?						
Community Flyer outlining the events and services available	15.02.2012	N/A	Yes	No	Aware	Not Aware

25.   **In your view, what else could the CSI have done to improve community safety in your area?**

_____

_____

PART 3: COMMUNITY SAFETY

26.   **We are interested in your views of any changes in your community over the last 2 years.**

To what extent would you agree or disagree with the following statements: [FLASHCARD 1]

	Strongly disagree	Disagree	Neither agree/ disagree	Agree	Strongly agree
(i) The level of anti-social behavior in my community has decreased.	1	2	3	4	5
(ii) The level of vandalism and graffiti in my community has decreased.	1	2	3	4	5
(iii) The level of drug use in my community has decreased.	1	2	3	4	5
(iv) There has been an increased Garda presence in my community in the 2 years.	1	2	3	4	5
(v) Young people take more pride in their community than they used to.	1	2	3	4	5
(vi) My community feels safer than it used to me.	1	2	3	4	5
(vii) The physical environment in my community has been improved (e.g. less dumping spots, more landscaping and planting).	1	2	3	4	5

	Strongly disagree	Disagree	Neither agree/ disagree	Agree	Strongly agree
(viii) There is better security infrastructure in my area (e.g. gates, fencing)	1	2	3	4	5
(ix) There is less vandalism in my community than there used to be.	1	2	3	4	5
(x) There is less racism in my community than there used to be.	1	2	3	4	5
(xi) There is less crime in my community than there used to be.	1	2	3	4	5
(xii) There is less gang activity in my community than there used to be.	1	2	3	4	5
(xiii)There is more of a sense of community than there used to be (e.g. interaction with neighbours, feeling part of a community).	1	2	3	4	5
(xiv) There are more activities for young people to do in my area than there used to be.	1	2	3	4	5

We would like to ask you some questions about your sense of safety and whether you have ever experienced certain types of crime or unwanted actions by others.

27.   [FLASHCARD 2]

	Not at all safe	A little unsafe	Neither safe nor unsafe	Safe	Completely safe
As a place to live, do you feel that your community/ neighbourhood is	0	1	2	3	4
How safe do you feel in your home?	0	1	2	3	4
How safe do you feel your children are? *(only if relevant)*	0	1	2	3	4

	Never	A few times a year or less	Once a month or less	A few times per month	Once a week	A few times a week	Everyday
Burglary – where someone entered your home and stole something	0	1	2	3	4	5	6
Theft of property other than at home	0	1	2	3	4	5	6
Theft of my car	0	1	2	3	4	5	6
Theft of an item from my car	0	1	2	3	4	5	6
Personal assault on self or family member	0	1	2	3	4	5	6
Personal Intimidation on self or family member	0	1	2	3	4	5	6
Vandalism to my home	0	1	2	3	4	5	6
Graffiti to my home	0	1	2	3	4	5	6
Graffiti in the neighbourhood near my home	0	1	2	3	4	5	6
Litter/ dumping at my home or garden	0	1	2	3	4	5	6
Litter / dumping in the neighbourhood near my home	0	1	2	3	4	5	6

Other (*obtain details*): _____

_____

_____

_____

28. **Have you experienced or been affected by any of the following in the community in the last 2 years? [FLASHCARD 3]**

29. **Did you report any of the incidents / experiences?** ☐ Yes ☐ No

30. **If yes, to whom did you report these incidents / experiences?** (multiple answers possible here)

☐ Gardai

☐ Estate management group

☐ Other_____

31. **If no, which of the following reasons do you think influenced your decision not to report? [FLASHCARD 4]**

☐ I believe the Gardai are too busy to do much about my problem

☐ I believe the Gardai will do nothing about anything that I report to them

☐ The estate management group were not appropriate to report it to

☐ I believe the estate management group will do nothing about anything I report to them

☐ I never heard of the estate management group

☐ I feared if I reported it I would be a target for intimidation / further assault / vandalism / theft etc.

☐ I would rather not say

☐ Other _____

32. **To what extent does each of the following factors make you feel safe or unsafe in your community? [FLASHCARD 5]**

	They make me feel very unsafe	They make me feel a little unsafe	Neither safe/ unsafe	They make me feel a little safer	They make me feel very safe
(i)An Garda Síochána	1	2	3	4	5
(ii) Other people who live in my estate	1	2	3	4	5
(iii) Young people who live in my estate	1	2	3	4	5
(iv) Older people (adults) who live in my estate	1	2	3	4	5
(v) Young people who do NOT live in my estate	1	2	3	4	5
(vi) Older people (adults) who do NOT live in my estate	1	2	3	4	5
(vii) The physical environment in my estate (e.g. rubbish, graffiti, traffic, dumping, fencing and lighting etc)	1	2	3	4	5
(viii) Knowing my neighbours	1	2	3	4	5
(xi) Anti-social behavior (e.g. noisy neighbours, forms of harassment)	1	2	3	4	5
(x) Drunken attacks or assaults	1	2	3	4	5
(xi) Burglary/crime	1	2	3	4	5
(xii) Racially motivated anti social Behaviour	1	2	3	4	5
(xiii) Gang activity	1	2	3	4	5

33. **To what extent do you think the following individuals or groups are involved in creating a safe community at the moment? [FLASHCARD 6]**

	Not at all	A little bit	Somewhat	Quite a bit	A lot
(i) An Garda Síochána	0	1	2	3	4
(ii) Parents/Adults	0	1	2	3	4
(iii) Young people	0	1	2	3	4
(iv) Residents/Neighbours	0	1	2	3	4
(v) You	0	1	2	3	4
(vi) The Estate Management	0	1	2	3	4
For Killinarden: Killinarden Estate Management For Fettercairn: Fettercairn Estate Management					
(vii) South Dublin County Council	0	1	2	3	4
(viii) Everyone	0	1	2	3	4

34. **Now we want to ask you some questions about what you think about your community.**

Please rate the extent to which you consider the following statements to be true or untrue . [FLASHCARD 7]

	Completely Untrue	Mostly untrue	Neither true or untrue	Mostly True	Completely True
(i) I think my area is a good place for me to live.	1	2	3	4	5
(ii) People living in my area do not share the same values.	1	2	3	4	5
(iii) My neighbours and I want the same thing from my area.	1	2	3	4	5
(iv) I can recognize most of the people who live in my area.	1	2	3	4	5
(v) I feel at home in my area.	1	2	3	4	5
(vi) Very few of my neighbours know me.	1	2	3	4	5
(vii) I care about what my neighbours think of my actions.	1	2	3	4	5
(viii) I have no influence over what this area is like.	1	2	3	4	5
(xi) If there is a problem in this area people who live here can get it sorted.	1	2	3	4	5

	Completely Untrue	Mostly untrue	Neither true or untrue	Mostly True	Completely True
(x) It is very important to me to live in this particular area.	1	2	3	4	5
(xi) People in this area generally do not get along.	1	2	3	4	5
(xii) I expect to live in this area a long time.	1	2	3	4	5

34. **Would you be prepared to take part in a Focus Group to further discuss the CSI and the work of the RAPID Coordinators?** ☐ Yes ☐ No [take details separately]

Finally, thank you for taking the time to share your views on this topic with us. As a reminder, if you would like to know more about the CDI or the Community Safety Initiative there are contact details on the Information Sheet

Appendix 3: Verbatim Qualitative Responses to 'What do you know the CSI to be about?'

Not aware.	Only aware through survey discussion. Aware other CDI programmes
Sign post, flower planting and safety.	Anti social behaviour, children's clubs.
To stop the anti social behaviour. To improve children's lives.	Working with the children and the council to stop anti social behaviour. Trying to make improvements.
To improve families lives and safety of this area. I heard from my neighbours	Knocked on doors, called meetings about issues of anti social behaviour
Helping with making the area look better and safe.	Aware but not familiar with the work.
Getting everyone together and making the area look nicer and safer.	Aware of work in [area]. Know of the work but not definite details.
I think it is about solving a community problem.	Not aware of CSI
To maintain the upkeep of the outdoor areas.	To find out about environments, safety of residents and do something to improve it.
To provide safety for residents.	Community safety
Not aware	To prevent anti- social behaviours and ensuring the safety of residents
Safety and beauty of the place.	To stay safe in your home and community.
Safety of our community.	To carry out work in the community.
Making the area better	They look after the safety of the residents in an area.
Don't know anything about CSI	Not involved enough
I wouldn't be aware as I work during the day.	To maintain social network of the people living in the community and general security of people living in the area. To encourage participation in the community project.
Took part in clean up day noticed signs around for road safety	I don't know what they do
See work done on road signs.	To encourage the residents to make their area safer to live in. To give us something we need to make our area feel safer.
Not aware	To make the area safer
They come to help improve the area. They put up fencing to stop squatters in the area	Safety of this area.
They did clean up days painting planting, provide a skip once a year, coffee mornings.	Don't know about it but may be my husband would know.
Not aware	Yes, safety of the children.
Signs put up. Not aware of other work done.	Good communication, safety for children.

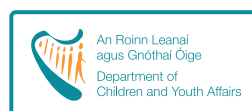|	
Put up road signs however they were vandalised by young people.	To check some things in the community and to make sure people feel safe.
I haven't a clue about it.	Provide security and better living environments
Making the area safer for children.	I think it is about safety in the community
Placing signs for children. Could do more clean up work, saw planting work.	Nothing really.
Trying to make here a better area.	There are Garda involved in CSI. Camera's are not monitored. Meetings not regular enough.
I don't know anything about it.	Lots in place that does not work.
Haven't heard anything about CSI	In case of any trouble you can dial 999 or 112. Also some work with community garda.

Appendix 4: Verbatim Responses to the Question 'In your view, what else could the CSI have done to improve community safety in your area'?

No personal problem with safety but other neighbours have many.	Find it unsafe for kids. Children have nothing to do- possible playground. no one has access to gardens in duplex housing. Nothing for 0- 5 years, teens or other kids. Get community garda to come into the area like they used to when I first moved in.
CCTV camera, some sort of playground could be done on the wasteground on [site] Provide the bins/ litterbasket along the walkway to stop public littering.	Didn't clean up what we asked- windows. we expect more work to be completed for the money we pay to Circle. Fix the fences that were broken- fences should be removed to allow gardens to be used.
Speed ramps, more Garda patrol.	Remove drug users.
To get the kids involved in the clean up and some other programmes.	Badly need ramps- brought to attention on numerous occasion. Children still able to access ESB box, caused serious issues over summer. Place CCTV cameras, lots of burglary in area has not improved. Anti social behaviour could be improved.
Nothing.	We need more green spaces for the kids to play on
Maybe some security cameras.	Happy enough with safety in the area.
CCTV or gates, security guards.	Not sure because Circle do a lot.
They have done a lot.	More Gardai
They could not do anymore, they did great work here.	Green area for kids to play on.
CCTV and more police patrols.	Could not do much else, did a lot. Playground- where is it?
Some form of surveillance e.g. CCTV. Gate to demarcate each area.	Better structure on railings. People still enter estate and cause hassle.
To put up a CCTV camera to catch the bad guys.	I think they have done what they could.
No problems, some things for the kids to do during the summer.	More protection. There are people coming up from the bottom end of [site] and causing trouble.
They are trying everything that has been suggested to them but some kids wreck it.	They have done alot but can you stop people from other areas coming to our area to cause trouble/ problems?
Ramps on the road, may be a community award.	Put cameras and more street lights on [site] Way. Alot of cars park on the road meeting other people from different areas which does'n't look right.
Not sure how to answer question. Have suffered some racist attacks but not sure if anyone can help.	No.
I don't have a problem as I come home from work and just keep to myself. Could place ramps in the area because neighbours fly around the road in cars.	Would like the dorrs/ windows barred up like the neighbours and a gate.

I don't have a problem as I come home from work and just keep to myself. Could place ramps in the area because neighbours fly around the road in cars.	Would like the dorrs/ windows barred up like the neighbours and a gate.
Happy with living in this cul de sac, things seems to work.	Camera's in the area. When first moved in anti- social behaviour was high. Would benefit with a gate to secure wheelie bins. Front gate could be replaced- council promised but it was never followed up.
Put some ramps in the area for the speeding cars. Unsafe for the children. Further safety required at electricity box around exit/ entry of the box.	I was happy when the fencing was put in as this reduced vandalism to my home. The cameras are placed at the other end of the street so it doesn't monitor our house.
Windows are too easy to get into. Requested ramps- cars causing too much traffic, drive too fast.	More cameras that work- the picture is not good enough to capture the cars burning or thieves. Quicker call out time/ response from Gardai.
The windows can be easily opened. No pedestrian crossing on the road, very unsafe for children.	Happy with the work. Very good.
Happy enough with the work as the cars getting broken into, windows banged smashed and people throwing eggs at windows stopped after the rapid coordinators work.	They could get more involved in the anti social department in the council, because the council seems not to listen to the individual.
They couldn't have done anymore work- they helped out a great de	To provide more activities for the young ones.
I am happy enough with the area.	Gate and railings
Have no problems on the estate now but did when I first moved in around July 2009.	Centre camera in Fettercairn New Avenue.
The work was good. I was happy with the work completed.	There is no magic about this situation, I don't know.
Always room for improvement. They did do lots of stuff. the fencing was placed but not sufficient. Some neighbours still get windows smashed. Cameras are not working properly and I was told no one is monitoring it so it's pointless.	To put CCTV camera on K. Close.
Not really aware of work completed.	Please do more gates.
Tackle the robbed cars. The ramps helped reduce a little but it still happens.	Not sure because I don't know what they did.
They have done a lot	Things that have been done are good. Security camera, Gardai etc are good things. I am not sure if anymore can be done.
To visit this area frequently.	A lot of problems at the start, feels like not a lot can be done. Boundary wall between school and houses needs to be addressed.
I don't know, maybe if any other problems emerge but for now things are calm.	I don't know, everything seems normal.
The camera to work at night time.	Provide efficient camera and more regular Garda Patrol.
To raise the back wall.	I don't know. It is difficult to change peoples mindsets.
I think they have done a lot.	

Responding To Needs, Driving Change

CDI
CHILDHOOD DEVELOPMENT INITIATIVE

An Roinn Leanaí
agus Gnóthaí Óige
Department of
Children and Youth Affairs

The
A T L A N T I C
Philanthropies