

**Centre for Urban and Regional Studies
Health Services Management Centre**

**UNIVERSITY OF
BIRMINGHAM**

**Evaluation of Streets Ahead on Safety Project: Final
Report**

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Evaluation of Streets Ahead on Safety Project: Final Report.

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1. Executive Summary

This report presents the findings from the part of the evaluation of the Inner City Safety Demonstration Project (termed Streets Ahead on Safety Project (SAOS) by Birmingham City Council) carried out by the University of Birmingham. The University of Birmingham is part of the monitoring team for the Department for Transport (DfT) identifying in detail how the Streets Ahead on Safety Project has impacted upon and supported regeneration and accessibility within the project area.

1.1 Approach

1.1.1 The evaluation aims to understand the role that a road safety and traffic engineering scheme has on the wider environment including socio-economic, health and education rather than purely casualty statistics, traffic speeds and flows.

1.1.2 The evaluation focused upon the general aims for the SAOS (i.e. wider role of safety, partnership approach and potential outcomes) as well as the specific objectives of the project.

Objective 1: To have a measurable impact on road safety in actual and perceived terms;

Objective 2: To integrate road safety activity into the regeneration and other agendas and build partnerships for delivery;

Objective 3: To secure inclusive engagement and participation with a diverse community, and influencing local views about road safety;

Objective 4: To improve accessibility to jobs, services and leisure opportunities;

Objective 5: To improve quality of life; a safer, vibrant, more stable community

1.2 Methodology

- Tools used for the evaluation include:
- Two on-street surveys with 350-400 users of the SAOS area looking at their travel patterns, road safety perceptions and social capital: the first survey in April 2008 at the beginning of the work in the area and the second survey in September 2009;
- Two partnership surveys with 12 representatives of project teams and partners organisations: the first survey in autumn 2007 and the second survey in autumn 2009;
- 15 in-depth interviews on the consultation process with representatives of the project teams and some participants to the consultations;
- Two focus groups with technical and professional representatives of the project to discuss preliminary findings;
- Analysis of main documents produced by and for the project.

1.3 Assessment of perceived impacts on road safety (objective 1)

1.3.1 The first objective of the SAOS project was “*To have a measurable impact on road safety in actual and perceived terms*”. The evaluation of the change in road safety in terms of actual terms will be provided through the analysis of accidents, casualties and injuries data by Birmingham City Council and WSP. In this section, we focus our attention on the changes in the perceptions of road safety in the area. In particular, we look at changes in *traffic liveability* i.e. “a general assessment of road safety experiences over time”, a wider indicator of quality of life (Methorst, 2005)¹.

Evaluation methods

1.3.2 To do so, we compare respondents’ responses from our two on-street survey to questions on perception in crossing the road, on overall road safety in the area, on conditions of footpaths and parking and perceptions on safety improvements.

Results and analysis

Perception on crossing the road and safety in the area

1.3.3 In April 2008, 47% of respondents felt that all parts of the area were pretty safe walking around. On the contrary, around 21% of interviewees reported that they would avoid the Alum Rock Road due to a general feeling of “unsafety”, the presence of gangs of youths, the-multi-ethnic nature of the area or the presence of traffic congestion. In September 2009, a higher proportion of respondents (58%) felt that all parts of the area were pretty safe walking around. Only 11% of interviewees reported that they would avoid the Alum Rock Road.

1.3.4 Overall, around 62%-67% of interviewees only crossed 1 to 3 roads on their way to their point of interview both in 2008 and 2009. The good news is that the feeling of unsafety in terms of crossing the road and walking alone decreased significantly in the SAOS area overall from April 2008 to September 2009 (see Table X1). This overall positive change was also expressed in the proportion of respondents who would allow a 10 year old to walk to school alone from their home, which increased from 22% in April 2008 to 35% in September 2009. While this reflects an improvement in most parts of the SAOS area, this was not the case in Ward End.

Perceptions on overall road safety, conditions of footpaths and parking

1.3.5 Findings from the two surveys show important decreases in the proportion of people feeling that the SAOS area was subject to problems such as road safety and traffic problems from April 2008 to September 2009 (Table X1). These proportions decreased from 87% to 60% in terms of the amount of road traffic, 81% to 51% in terms of the speed of road traffic, 55% to 24% in terms of the conditions of the footpaths and 68% to 54% in terms of parking in residential areas.

Perception on safety improvements

1.3.6 When asked about safety improvement in their area over the past 12 months (Table X2), 3% to 7% of SAOS residents felt that the speed or amount of road traffic has decreased or that parking in residential areas had improved from 2008 to 2009. However, 13% to 18% felt that it had become easier to cross the roads in the area depending on the location.

¹ Methorst R. (2005) *Road Safety Perception in the policy process*. Paper presented at the 18th ICTCT workshop, Helsinki, 27 and 28 October 2005.

Table X1: Changes in perceptions on road safety in the SAOS area from April 2008 to Sept. 2009

<i>Proportion of interviewees in the SAOS area who</i>	Apr-08	Sep-09	Variation 2008-2009
<i>1) felt that it was a bit or very unsafe...</i>			
To cross the road where they were interviewed.	49.7%	43.3%	-12.9%
To walk alone during the day in the area where they were interviewed.	26.1%	16.6%	-36.4%
To walk alone after dark in the area where they were interviewed.	73.2%	66.0%	-9.8%
<i>2) rate the area as problematic or very problematic...</i>			
For generally getting around.	9.6%	3.2%	-66.7%*
For walking to the local shops.	4.4%	3.5%	-20.5%*
For walking from home to the bus stop.	4.1%	3.6%	-12.2%*
For walking for people with buggies, wheelchair users and other disabilities.	17.1%	7.9%	-53.8%
<i>3) would allow a 10 year old to walk to school alone from their home</i>	22.0%	35.0%	59.1%
<i>4) think that the following is fairly or very big problem in the neighbourhood</i>			
The amount of road traffic	87.5%	60.6%	-30.7%
The speed of road traffic	81.7%	51.3%	-37.2%
Parking in residential areas	68.0%	53.9%	-20.7%
The conditions of the roads and footpaths	54.6%	24.0%	-56.0%

Source: CURS surveys. Note: * Given the small scale of the original proportions, this variation should be considered with caution.

Table X2: Perceptions of changes in road safety in the SAOS (% of respondents) – Sept. 2009

Compared with 12 months ago, do you think that:	
The speed of road traffic in your neighbourhood has decreased	4%
The amount of road traffic in your neighbourhood has decreased	3%
The condition of the roads and footpaths has improved	13%
Parking in residential areas has improved	7%
Crossing the road here has become easier	18%
Crossing the road in front of your house has become easier	13%
Crossing the road in your neighbourhood has become easier	16%

Source: CURS Surveys.

Conclusions / learning

1.3.7 The findings from our on-street survey show an overall improvement of the traffic liveability of the SAOS area and wider safety perceptions from April 2008 to September 2009. These findings will have to be compared with actual road safety changes in the area as well as overall trends in the City over the same period. Indeed, a Birmingham opinion survey undertaken in 2009² also found an overall improvement on wider safety and quality of public

² Birmingham City Council (2009) Birmingham Opinion survey 2009. Executive Summary. Prepared for Be Birmingham.

transport indicators compared with 2008 in the city. Nevertheless, due to the scale of some of the changes observed, it would be reasonable to think that the some of the extent of the positive changes observed in our surveys could be linked with the SAOS project.

1.4 Assessment of partnership working (objective 2)

1.4.1 Partnership working was at the heart of the project as expressed in objective 2 of the project: “*to integrate road safety activity into the regeneration and other agendas and build partnerships for delivery*”. The intention was to support collaboration between agencies in order to realise benefits that exceeded the usual outcomes associated with road traffic intervention, such as reductions in casualty rates, and generate positive benefits for wider social capital, including feelings of safety, community engagement and perceived well-being.

Evaluation methods

1.4.2 This objective was assessed by a mix of surveys and interviews with key partners in the project at two points in time: pre-intervention T1 (autumn 2007) and post-intervention T2 (autumn 2009). The survey used the Nuffield Partnership Assessment Tool (PAT) with a sample of project staff and additional stakeholders identified by the project management team. The PAT summarises achievement against six principles of partnership:

1. Recognise and accept the **NEED** for partnership
2. Develop clarity and realism of **PURPOSE**
3. Ensure **COMMITMENT** and ownership
4. Develop and maintain **TRUST**
5. Create clear and **ROBUST** partnership arrangements
6. **MONITOR**, measure and learn

1.4.3 Respondents were additionally interviewed by the evaluation team in order to explore experiences and lessons learned in more qualitative detail, using a semi-structured interview schedule.

Results and analysis

1.4.4 Overall, SAOS proved to be extremely challenging for BCC with complex and changing project management systems, partnership arrangements and many attempts to engage local populations in its work, which all influenced the design of the engineering and educational interventions.

(a) Survey [PAT]

1.4.5 Overall, of six PAT principles only ‘need’ and ‘purpose’ were indicated as positive. SAOS project managers scored all six principles lower than staff associated closely with the ETP activities, indicating more positive perceptions within the ETP project team. This clearly indicates difficulties with the formation and development of partnerships, upon which broader benefits of the project depend.

(b) Semi-structured interviews

1.4.6 The project was built on the assumption that the engagement of local communities would lead to a wide range of benefits beyond the typical casualty reduction outcomes of traffic schemes, and initially engagement was planned around a steering group with wide

membership from a range of community groups. Unfortunately, the steering group initiative stalled at an early stage, and the anticipated involvement from stakeholders did not materialise. The project engineers tried hard to address this through a wide range of consultation approaches but the absence of specialist community development support led to difficulties.

1.4.7 Project governance arrangements were complex and multi-level and, crucially, lacked a clear mechanism for resolving the conflicts between different priorities. This created difficulties when considering the wide and divergent views and objectives of some of the stakeholder groups.

1.4.8 The project drew resources from across the council and their suppliers. However, the project management systems employed were complex, matrix-structured and were not dedicated to the single project. This created difficulties in harnessing all of the skills and resources required for a very challenging project.

1.4.9 In addition, there was a high turnover of staff so that there was very little 'organisational memory' for the project. With some of the managers and most of the broader partnership fora located remote from offices it proved difficult to embed partnership working throughout the wider project team. The situation was significantly improved once the Council's Neighbourhood Management System was in place but this came a little late for the project to really benefit.

1.4.10 Additionally, partnership working was hampered by fluid project time-lines, which made it difficult to find matched funding from other departments, such as regeneration.

Conclusions / learning

1.4.11 The Council's neighbourhood management system may have helped foster community engagement, but unfortunately it was introduced at a late stage of the project's development and so was not available to support community engagement in the early phases. Such Local strategic partnerships provide a more robust basis for democratic community engagement.

1.4.12 The governance and management structures employed on projects such as this have a significant bearing on the outcomes and quality of delivery. Consideration should be given to the key roles and responsibilities and the links required both internally within the Council and with partner bodies. The management structures should then be set up to positively support these relationships.

1.5 Assessment of inclusive engagement (objective 3)

1.5.1 One of the characteristics of the Streets Ahead on Safety is the importance of the bottom-up approach and community engagement: "*Objective 3: To secure inclusive engagement and participation with a diverse community, and influencing local views about road safety*". To respond to this objective, various community engagement initiatives were realised throughout the project.

Evaluation methods

1.5.2 Assessment of this objective was through document analysis, interviews and focus groups. Our evaluation used the InterAct model of “*Evaluating Participatory, deliberative and cooperative ways of working*”³ as analytical framework. This model highlights the importance of considering both the consultation process itself and the impacts of that process (InterAct (2001) looking at the objectives, the context, the consultation methods, the inclusiveness of the consultation process, the outputs and the outcomes.

Results and analysis

Objectives

1.5.3 The document analysis and the initial interviews show that the **objectives** of the project were both practical and transformational. The idea was to implement concrete safety measures by following a bottom-up approach in order to improve the social capital and quality of life in the area. However, due to the need for BCC to submit a funding application to DfT in which the objectives were stated, there was a need to set them before widespread engagement of stakeholders could be undertaken. It is unclear to what extent these objectives were agreed by stakeholders at the start of the project. The management team had a clear understanding of these objectives and a lot of effort was put into disseminating them to all stakeholders through a variety of means (action plan, newsletter, road show, and activities with schools ...) in order to get residents’ inputs. However, some difficulties were encountered in engaging people and it is unclear to what extent the implemented solutions reflect the aspirations of the entire community. Nevertheless, the results from the survey in the previous section show that perceptions on road safety and social capital in the area have improved. The education and training initiatives were also successful in influencing local views about road safety, notably the youth project as recorded in the evaluation of the project by Richard Kimberlee from the University of the West of England in 2007.⁴

Context

1.5.4 The difficulties encountered in engaging people to participate in the consultation can be partly explained by the **context** of the project. The area covered by the scheme was very large (about 80,000 inhabitants) with a diversity of sub-areas and a large number of actors with diverse views on road safety. In addition, the level of social capital in the area was quite low to start with making it difficult to find people representing their communities.

1.5.5 Some issues were also encountered in terms of the mismatch between the flexibility needed for the consultation process versus the technical requirements of the engineering schemes (wide and holistic versus specific). In addition the resource-intensive project suffered from a shortage of resources and staff expertise due to the conditions of the wider engineering labour market. Engineers were asked to design schemes and to conduct consultations and, in general, they did not have the proper skills to do the latter. There was also an overall feeling that the project was innovative both in terms of methodology and governance but had to take place in a standard political decision-making process which created some political tensions.

³ Diane Warbuton, Jonathan Dudding, Florian Sommer and Perry Walker (2001) *Evaluating Participatory, deliberative and cooperative ways of working*. A working paper by Inter Act. See <http://www.interactweb.org.uk/papers/discussion.htm>.

⁴ Richard Kimberlee, University of the West of England (2007) *Young People’s Safer Accessibility Project*. Prepared for the Streets Ahead on Safety Project.

1.5.6 This difficult context created some delays in project implementation, particularly so in the middle of the project – i.e. the end of the consultation phase and start of scheme implementation. Nevertheless, staff tried to address these issues as far as their skills and competencies allowed and some showed real dedication to the project.

Consultation methods

1.5.7 A variety of methods were used during the various consultation phases. These methods were mostly chosen by the management team or external consultants with some inputs from stakeholders. They were usually introduced to participants through letters of information and calls for participation.

1.5.8 One of the issues was the overly general character of the pre-consultation in terms of how it fed into the engineering solutions. The main phases of consultation were done in house by engineers and this created some issues in terms of their lack of consultation experience. Whilst, conversely, it helped them to understand the road safety issues in more detail and put engineers in contact with the communities. External experts were hired to realise the pre and youth components of the consultations. In-depth interviews highlighted that this project was very successful and generated successful and innovative methodologies (3D demonstrations).

Inclusiveness of the consultation process

1.5.9 The project tried to be **inclusive** and targeted a wide variety of stakeholders: politicians, emergency services, bus operators, cycling and walking, disabled groups, statutory undertakers, traders associations, residents, schools and community groups. The pre-implementation phase also sought to communicate with all residents as well as specifically focussing on hard to reach groups.

1.5.10 Some key decisions makers were initially given a bigger role in terms of decision through steering groups but the lack of attendance lead to their disbandment. Some residents were also involved later on in the project due to their complaints at time of implementation of schemes on their particular roads. The most consistent influence throughout the whole of the project was through local councillors who acted as a significant conduit for concerns. However, the degree to which this led to a balanced input and influence from the local community was not possible to determine.

1.5.11 However, findings from the interview alluded to the fact that “safety” is only one among a variety of issues that local councillors, residents and local officers have to deal with – and only a few consider it as a priority. It is important to note that some of the difficulty encountered in the consultation process for the SAOS has been experienced by BCC in similar exercises associated with other projects; with some residents being more ready to be involved than others or reacting only when schemes started being implemented.

Outputs

1.5.12 The **outputs** such as number of events, number of people attending and number of questionnaires completed were well monitored. The results for the questionnaire in the first phase as well as the comments on the options during the second phase were also well monitored. However, there is less information on the quality of the exchanges at the meetings held during the first phase and there exists no feedback on the consultation process from the participants involved.

1.5.13 While delayed, all schemes were implemented. Interviewees felt that some schemes were more successful than others in terms of the objectives of the project. This is the case of the Alum Rock Road scheme which seems to have been designed through a real partnership approach with the local traders’ association – as originally intended by the project.

Outcomes

1.5.14 Due to the difficulties encountered by the project in terms of community engagement, **outcomes** are more difficult to pinpoint. While the overall objective of the project was to achieve the equivalent of level 6 – Partnership on the Arnstein ladder of participation, the outcome can be characterised more as level 5 – involvement.

1.5.15 While peoples' views had an influence on the decisions that were made, they had to accommodate local political views on the types of road safety measures that should be used. Nevertheless, the management team tried to accommodate some of these requests. This became a pre-requisite for scheme implementation. For example, it was possible to create new parking spaces in the Alum Rock scheme and this scheme is widely accepted by the community to have been a success having addressed a broader spectrum of locally stated needs.

1.5.16 The findings from the survey presented in the previous section show an increase in the level of social capital of the area. By its presence, the project also brought the agenda of road safety to the fore for some partners and important lessons have been learned by the officers and technicians on the project.

Conclusions / learning

1.5.17 The SAOS project was aspirational in terms of the approach and objectives and staff demonstrated strong commitment, enthusiasm and flexibility to overcome difficulties. They tried to consult as many people as possible as required by the wider objectives of the project. Nevertheless, this was rendered difficult by the decision not to rely on consultation experts at some key stages in the consultation process. In addition, the project could have benefited from the inclusion of residents and communities at the bidding stage and not only afterwards; this could have helped in terms of managing their expectations.

1.6 Assessment of improved accessibility (objective 4)

1.6.1 Objective 4 of the project aims *to improve accessibility to jobs, services and leisure opportunities*. This should be translated in terms of change in travel patterns and ease of travel to access these opportunities.

Evaluation methods

1.6.2 This objective was assessed by comparing findings from the two on-street surveys with users, looking at changes in their travel patterns and in any difficulty they had encountered in their daily travels.

Results and analysis

Travel patterns

1.6.3 Around 20% of the respondents had made more than one trip to come to the area of interview in 2008; this proportion rose to 24% in 2009. The majority of respondents walked in or to the area in both surveys. In both cases, more than 93% of respondents declared using this mode on a regular basis. Nevertheless, the proportion of car driver increased from 15% to 23% at the expense of other travel modes such as walking and taking the bus from survey 1 to survey 2.

1.6.4 Respondents travelled for 27 min on average in both surveys. Across all modes the spread of journey times was very significant with some respondents making very short trips of no more than 5 minutes while others made very long trip exceeding 3h. The shortest trips were made by walking (20-21 min on average) and the longest by bus (42 minutes on average). Travel times by car increased from an additional 6 minutes (car driver) to 9 minutes (car passenger) from survey 1 to survey 2.

Difficulties in travelling by bus or car

1.6.5 In April 2008, 15% of car users declared having experienced difficulties in coming to the area mostly due to traffic and congestion. This proportion decreased to 10% in September 2009. Around 20% of the respondents thought that it would be quite or very difficult not to come by car in 2008. This proportion decreased to 17% in 2009. Both in 2008 and 2009, the main reasons for not travelling by car were either that their journey would be too complicated or too long by public transport (need to take 2 or 3 buses) or because they thought that public transport was an unreliable mode of transportation.

1.6.6 Respondents coming by bus used a variety of buses in 2008 and 2009; the most popular being the 97 (22% of users), the 14 (8-10%), the 11 (6-8%), the 55 (4%-8%), the 94 (8%), the 17 (4%-7%) and the 28 (4%-6%) depending on the survey.

1.6.7 In 2008, 5% of bus users experienced difficulties in getting to the area, mostly due to traffic and congestion. In 2009, this proportion decreased to 2.6%.

1.6.8 Bus users from households with a car were not using it mostly because another family member was using it or because they did not have a license. While the lack of parking opportunities in the area was mentioned by a few respondents in 2008; this was not mentioned in 2009.

Difficulties in getting around the area

1.6.9 In April 2008, 20% of interviewees found the Coventry Road area problematic or very problematic for getting around whereas more than 10% had a similar impression in terms of walking to the local shops or from their home to the bus stop in that area. Around one tenth of respondents also found the Bordesley Green and Alum Rock areas problematic for getting around. The Coventry Road and the Bordesley Green areas were also considered problematic or very problematic by a quarter of respondents for walking with buggies or with wheelchairs or if you had a disability.

1.6.10 In September 2009, except for the Ward End area and the Heartland Hospital, smaller proportions of respondents felt that these areas were problematic in terms of getting around, walking to the local shops, walking home to the bus stops, walking for people with buggies, wheelchair users and other disabilities, especially in the Bordesley Green and Alum Rock areas.

Conclusions / learning

1.6.11 Both on-street surveys revealed that overall, the area attracts a good number of people from the wider Birmingham and even the conurbation. The area is an important one in terms of worship and personal business compared with the rest of Birmingham. On a day-to-day basis, most trips are done for shopping reasons. The surveys indicate a general improvement in perceptions of the area from an accessibility perspective in September 2009.

1.7 Assessment of improved quality of life; a safer, vibrant, more stable community (objective 5)

1.7.1 The last objective of the SAOS project was to improve the quality of life and make the area a safer, vibrant and more stable community.

Evaluation methods

1.7.2 This objective was assessed by comparing results from the two on-street surveys with residents by looking at changes in their perception in terms of the importance of specific issues in the area as well as the degree of social capital using standard questions.

Results and analysis

Quality of life in the area

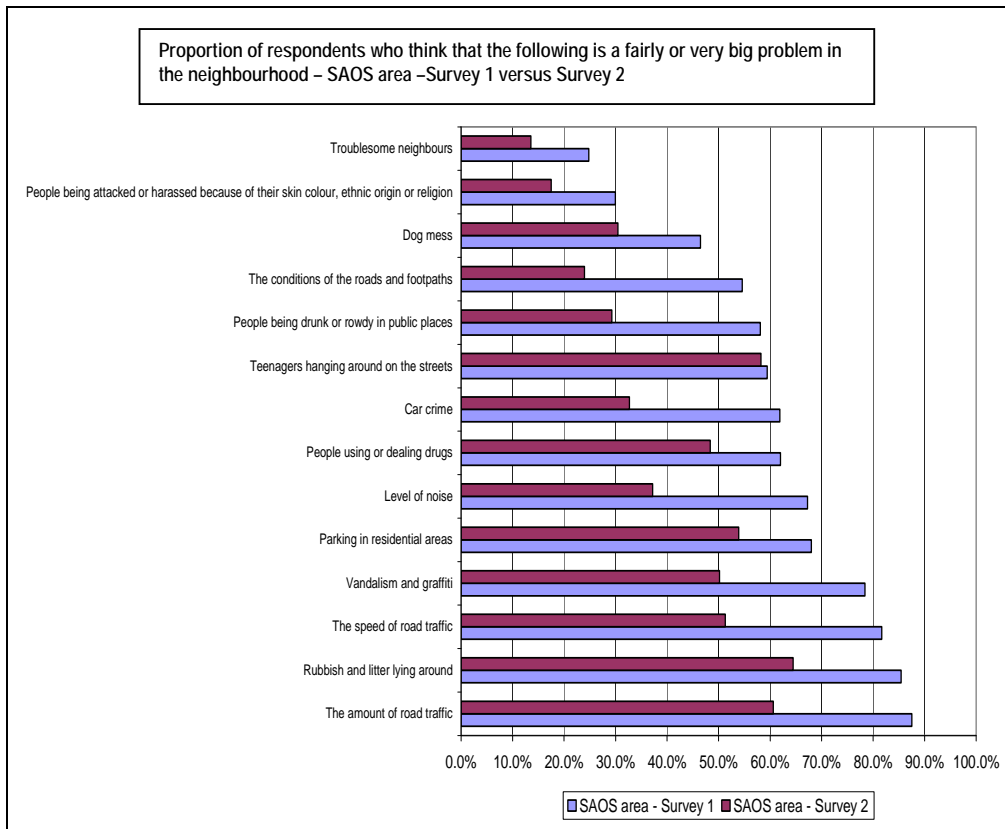
1.7.3 Around 70% of the respondents stated that they lived in the SAOS area in both surveys. Around two third of them had lived there for more than 10 years.

1.7.4 Findings from the surveys showed that higher proportions of residents felt that issues such as rubbish and litter, vandalism and graffiti, teenagers hanging around, etc. were fairly or very big problems in the SAOS area versus Birmingham as a whole in 2008. These proportions decreased from 2008 to 2009 and sometimes significantly (Figure X3).

1.7.5 Around 66% of residents declared being satisfied with the SAOS area in April 2008. This proportion increased to 72% in September 2009. While improving, these proportions were still lower than the average for Birmingham - 86% of Birmingham residents indicated that they were satisfied overall with their local area in 2008 (BMG, 2009)⁵.

Figure X.3

⁵ BMG Research (2009) *Annual Opinion Survey*. Prepared for Be Birmingham by Alan Conville.



Source: CURS Surveys.

Social capital

1.7.6 In April 2008, 40% of respondents disagreed with the idea that people in their neighbourhood (street/block) could be trusted and 49% that people did things together and helped each other. In September 2009, these two proportions had increased by a third to reach 53% and 66% respectively (Table X4). In addition, while 55% of respondents agreed with the fact that their neighbourhood was a place where people from different backgrounds get on well in 2008, this proportion increased to 67% in September 2009. These changes show an improvement, however these proportions were still lower than the overall average for Birmingham where only 79% of residents thought that their local area was one where people from different background do not get on well (BMG, 2009).

1.7.7 Less than 20% of respondents felt that they could influence decisions affecting their local area both in April 2008 and September 2009 (compared with 43% in Birmingham overall in 2008). In April 2008, 29% thought that by working together people could influence decisions that affect their local area. This proportion increased to 40% in September 2009, a positive result in terms of trends but still low when compared with 65% in Birmingham on average in 2008 (BMG, 2009).

1.7.8 While 6% of SAOS residents interviewed took some actions in an attempt to solve a problem affecting people in their area in April 2008, this proportion had decreased to 3% in September 2009. Again when looking at indicators related to participation in local decision making process, while improving, the SAOS area scored quite low in comparison with the Birmingham average.

Table X4: Proportion of respondents in the SAOS area who agree with the following statement:

	SAOS area			Birmingham
	April 2008	Sept. 2009	Variation 2008-2009	2008
My neighbourhood is a place where people do things together and try to help each other	49%	66%	35%	NA
My neighbourhood is a place where people from different backgrounds get on well together	55%	67%	22%	79%
Most people in my neighbourhood (street) can be trusted	40%	53%	33%	55%
I can influence decisions affecting my local area	18%	16%	-11%	43%
By working together, people in my area can influence decisions that affect the local area	29%	40%	38%	65%

Source: CURS Surveys and BMG (2009).

Conclusions / learning

1.7.9 Overall, the surveys show an improvement in terms of quality of life and social capital in the SAOS area from April 2008 to September 2009. The wider Birmingham opinion survey undertaken in 2009⁶ also found an overall improvement in quality of life and social capital indicators, but the SAOS area still scores lower than the rest of the city in this regard. Nevertheless, due to the scale of some of the changes observed, it would be reasonable to conclude that some of the extent of the positive changes observed in our surveys could be linked with the SAOS project.

1.8 Conclusion

1.8.1 The evaluation of the project has shown that the SAOS has faced a variety of challenges due to its novelty, its scope and its context of implementation.

1.8.2 The project objectives were innovative but initially did not become embedded in the delivery process. In addition, the project covered a very wide area with a variety of sub-areas with very diverse road safety, demographic and socio-economic profiles. This diversity means that the project had to accommodate a variety of needs and ways of participating in local decisions across the sub-areas.

1.8.3 In addition, it was difficult to manage residents' expectations as the project was seen as a solution to almost all issues in the area when in fact the main solutions envisaged were limited to road safety schemes and the budget was only of £6 million. There seems to have been a mismatch between the wider objectives of the projects and the means to achieve them.

1.8.4 The project aimed to bring together representatives of the various areas using a partnership approach. This was a challenge as this way of working was only starting to be implemented in the City at the time. Consequently, the project did not benefit from existing relationships and processes. These have developed simultaneously with the implementation of

⁶ Birmingham City Council (2009) Birmingham Opinion survey 2009. Executive Summary. Prepared for Be Birmingham.

the project.

1.8.5 It is also important to take into account the wider context in which the project took place. The SAOS project is only one among many transportation projects across the City. As with other engineering projects, skill shortage has been an issue. The wide consultation focus of the project, which aimed at increasing the level of participation of the population through partnership, did not take into account the impact of the traditional political decision making process favouring some road safety solutions instead of others.

1.8.6 Consequently, while the project aimed for a level of engagement of the residents and representatives of the area through a partnership approach, the overall result is more about involvement i.e. people's views had some influence, but conventional decision making processes and structures still had the most significant input.

1.8.7 The project team endeavoured to respond to these challenges as well as they could within the limits of their skills and competencies. Some initiatives had better results than others; this is particularly true of the youth project and education training programmes (ETP). Interestingly, these projects used more holistic approaches by raising awareness of road safety issues through children and the community through explanation and interaction. In addition, while the youth project was conducted by an external expert, the education training programme benefited from a working partnership between the Council and local groups.

1.8.8 In addition, one engineering scheme seems to have been more successful than others: the Alum Rock scheme. One of the reasons seems to have been the greater interaction with the residents and the local traders association on the street and the possibility to respond to the local parking issue.

1.8.9 One of the distinctive features of the SAOS design was its attempt to generate broad social capital benefits related to community perceptions of safety and engagement in addition to more traditional outcomes associated with casualty reduction. Initially, it was envisaged that these broader benefits would be derived from closer partnership working between multiple agencies. However, over time it was clear that there was a lack of clarity over the extent to which the scheme interventions might lead to broader benefits (the 'mechanisms' through which the interventions would yield results). Work activities were largely driven by the need to complete the engineering works, while simultaneously reaching agreement over interventions deliberatively, between multiple stakeholders.

1.8.10 Despite these considerations, it is very heartening that the results indicate improved perceptions of safety and accessibility within the scheme areas, together with increased levels of trust and perceptions of the ability to work together to achieve positive change.

1.9 Recommendations

1. This was an ambitious project in terms of scope – intending to explore possible synergies between transport interventions and broader regeneration. While much may be achieved at the local level, many of the local difficulties (such as those relating to matched funding) would be considerably eased with the benefit of closer engagement between all of the funding bodies in project specification.
2. The project was hampered by possible tensions between its stated aims of improving social capital and a community engagement methodology in which residents would be involved in planning and selecting options. There is scope for confusion here over

the function of community engagement – whether it is to ensure the delivery of pre-existing aims; or to decide what needs to be done. Future projects will need to address the extent to which local communities may expect to challenge the stated aims of projects and / or be able to influence the aims and objectives of schemes, in order to avoid raising community expectations which are subsequently dashed.

3. Where community development models are to be used, care and attention should be given to the scope for specialist community development workers to work with engineers in the design and implementation of involvement strategies. Such strategies need to align closely with existing community development infrastructure within localities wherever possible, and be linked to area-wide priorities in order for locality workers to be able to engage.
4. The project was conceived as an innovative approach to widen the potential benefits of traffic interventions to include aspects of social capital including perceptions of participation and community well-being. While this is to be lauded, there was a heavy reliance on a partnership infrastructure which was not fully in place at the start of the project. Where such innovations are planned in future, careful attention needs to be paid to such infrastructure, and the manner in which complex partnership working between agencies will be achieved.

2. Research and Methodology

2.1 Introduction

2.1.1 This report presents the findings from the part of the evaluation of the Streets Ahead on Safety Project carried out by the University of Birmingham. The evaluation uses an integrated approach and a variety of tools and spans from the pre/early phase of the project to its post implementation.

2.2 The Evaluation Team

2.2.1 The three key partners for evaluation are:

- Birmingham City Council;
- Health Service Management Centre (HSMC) and Centre for Urban and Regional Studies (CURS) from the Birmingham University; and
- WSP.

2.2.2 A steering group was established from the evaluation partners, namely WSP (Tim Cuell), Birmingham University (Caroline Chapain from CURS and Tim Freeman from HSMC) and Birmingham City Council (Dave Miller). This team was responsible for reporting to the Project Board on a regular basis to update on evaluation progress.

2.3 Background

2.3.1 The aim of the *Streets Ahead on Safety Project* (SAOS) in Birmingham was to demonstrate that road safety and quality of life indicators in a deprived inner city area can be improved through implementation of traffic and road safety improvements. The project also intended to show how such a scheme would impact upon and support regeneration and to assess its impact upon accessibility within the area. SAOS aims to help understand the *wider role* that a safety and traffic scheme has on the wider environment including socio-economic, health and education etc rather than purely casualty statistics, speed and traffic flows.

2.3.2 The approach to implementation was underpinned by a partnership approach in which regeneration, health, policing, safety and other initiatives were integrated with benefits for all service areas. Understanding the *integration and partnership processes* is fundamental to this project. In addition, the project aims to be inclusive and undertaken with local communities.

2.4 Why Undertake Evaluation of SAOS?

2.4.1 It is important in the context of undertaking a demonstration project to evaluate the outcomes of such a project. The aim of the project was to learn lessons and understand the implications of implementing the measures and delivering with a partnership approach. The evaluation also undertook the conventional before and after

study. Understanding the changes to accessibility, socio-economic environment and also to explore whether the consultation and survey methods used managed to gather this information was crucial to the project.

2.4.2 The City Council was responsible for undertaking tasks associated with the delivery of the project and individual schemes and initiatives. Birmingham City Council was therefore focused on evaluation, particularly through use of hard data such as casualty statistics, speed surveys, pedestrian flows, cycle flows and traffic flows. The targets for WSP and Birmingham University evaluation were on the area wide impacts, particularly partnership working.

2.5 Aims and Objectives

2.5.1 The evaluation focused upon the general aims for the SAOS (i.e. wider role of safety, partnership approach and potential outcomes) as well as the specific objectives of the project, as defined by the project team with DfT on 22 January 2004. These were:

Objective 1: To have a measurable impact on road safety in actual and perceived terms;

Objective 2: To integrate road safety activity into the regeneration and other agendas and build partnerships for delivery;

Objective 3: To secure inclusive engagement and participation with a diverse community, and influencing local views about road safety;

Objective 4: To improve accessibility to jobs, services and leisure opportunities;

Objective 5: To improve quality of life; a safer, vibrant, more stable community

2.6 Timeframe

2.6.1 The evaluation was framed into three periods:

1. One prior to the evaluation team's involvement to capture the history of the project and any issues in the *pre-implementation phase*;
2. One close to the start of the implementation to gather the first outcomes and potential difficulties of *early implementation phase*;
3. One close to the end of the project to gather the remaining information and final outcomes of the *end of project phase*.

2.6.2 The evaluation was conducted from July 2007 to December 2009.

2.7 Methodology: An Integrated Approach

2.7.1 In developing the evaluation methodology consideration has been given to the following issues:

- General aims and specific objectives of the project;
- Concentration on process and outcome rather than a purely statistical approach;
- The need to provide evaluation outputs which assist in mainstreaming road safety initiatives via other funding streams;
- The need to deliver evaluation in a format which is in scale with the level of investment being undertaken.

2.7.2 As a result it was considered that the best approach would be a mixed or integrated approach which is based partly on the formal before and after, quantitative, data-rich approach but incorporating an approach known as *Theory based Evaluation*, which explores *how* the interventions are intended to lead to specific outcomes. This *integrated approach to the evaluation* combined different quantitative and qualitative tools in a process of triangulation and cross-referencing of findings. These tools were:

- A. Statistical and street audit (physical infrastructures, users...) analysis;
- B. Document analysis;
- C. Survey of specific groups of SAOS users;
- D. Interviews with key stakeholders (partners, other officials, community/neighbourhood organizations or representatives...).

A. Statistical and street audits analysis

2.7.3 The statistical and street audits analyses were necessary to contextualize the neighbourhood in which the project was implemented as well as to measure any specific outcomes in terms of safety or wider impact of the project.

2.7.4 Birmingham City Council (BCC) has been gathering data on measurable impact in terms of safety and a first socio-economical statistical baseline was compiled by TRL using diverse sources of data in 2004. A meeting was held with BCC at the start of the evaluation to discuss availability and further collection of data in terms of road safety. The data was collected and analysed by BCC.

2.7.5 Objectives measures were also used to compare objective and perceived accessibility issues in order to evaluate objective 3. For example, WSP gathered data on public transportation service availability, usage and on-site accessibility or any relevant information already collected by BCC. This data will be analysed by WSP.

B. Documents analysis

2.7.6 Reviews of existing document were used to gather information on the pre-implementation phase of the project, supplemented with additional information gathered from semi-structured interviews with partnership members. This document analysis focused principally on the evaluation of the consultation process.

2.7.7 The following documents were consulted:

- Social Research Associates (2004) *Research in East Birmingham for Inner City Safety Demonstration Project. Attitude Survey*. Presented to the Department for Transport, Road Safety Unit and Birmingham City Council.
- Social Research Associates (2005) *Inner City Road Safety Demonstration Project Public Involvement and Communication*.
- Birmingham City Council Transportation Projects (2005) *Consultation & Engagement Plan – Phase 1. Streets Ahead on Safety (Schemes 2, 3, 4 and 5)*
- Transportation Projects. Streets Ahead on Safety. *Consultation summary Report.(2005)*
- Social Research Associates (2006) *East Birmingham North Solihull Mobility and Access Project. Result of Public Consultation*.
- Streets Ahead on Safety (2006) *Aims and Objectives Phase II Public Consultation*.
- Atkins (2006) *Streets Ahead on Safety. Proposed Schemes Consultation & Communication. Summary of Results*.
- Richard Kimberlee, University of the West of England (2007) *Young People's Safer Accessibility Project (Streets Ahead on Safety)*
- Consultation briefing notes and list of targeted people, webpage, newsletter and letters of information.
- Minutes and documentation from the Education Training Program (ETP).

C. Surveys

2.7.8 Surveys were conducted at two stages of the project in order to assess the outcomes of the project in terms of its five objectives.

2.7.9 A survey of the partners involved in the project (objective 2) was carried out in autumn 2007 (T1) and repeated in autumn 2009 (T2). In order to assess the development and functioning of partnership work over time, we gathered quantitative information using standardised measures of partnership involvement and functioning in the form of the Partnership Assessment Tool (PAT) and Partnership Outcome Assessment Tool (POET), both previously developed for such purposes and covering the extent of partnership readiness, anticipated outcomes from partnership work, and the experience of such working. We identified a sample of organisations via discussions with Birmingham City Council, and collected information from representatives of each identified organisation. We supplemented this quantitative information with qualitative data from semi-structured interviews with participants, further exploring their experience of partnership working. The detailed methodology and findings from this survey are presented in section 5.

2.7.10 Two on-street surveys were conducted in order to capture the potential impacts of the SAOS project on users in targeted areas:

- The first survey was carried out from Monday to Saturday (from 9 am to 6pm) over the period of April, 21st to May, 7th 2008 – i.e. at the beginning of the implementation phase (T1);
- The second survey was carried from Monday to Saturday (from 9 am to 6pm) over the period September, 14th to October, 15th 2009 – i.e. at the end of the implementation phase (T2).

2.7.11 To reduce costs and ease of administration, the survey combined questions for objectives 1, 4 and 5; that is views and perceptions on road safety as well as information on travels, actual and perceived accessibility, general safety, quality of life, social capital and networks. The design of the questionnaire was informed by relevant literature review and tools on the topic. For example, measures were related to the different transport barriers to accessibility: spatial, physical, temporal, financial, environmental and informational⁷ and questions were based on questionnaires used in the evaluation of similar safety projects (Ward and al., 2004)⁸ or used for the National Transport Survey⁹. For ease of comparability, we used indicators of social capital from the ONS Social Capital Harmonised Question Set¹⁰, which includes indicators for views about the area and neighbourhood, participation and social networks and support. Some adjustments were made to these questions using feedback from existing research done for the SAOS (SRA, 2004 and 2005)¹¹. We also used standard questions from the Census 2001 for socio-demographic questions to allow for comparison. Topics included in the questionnaire were:

- Origin-destination survey regarding journey to current location (origin/destination, mode, time, motive);
- Reasons for using mode and itinerary in question and satisfaction with current journey;
- Perceived accessibility of location at daytime and night time;
- Reasons for coming to this particular location (compared to other possibilities);
- Perception on safety at the three target locations and in the entire area;
- Awareness of safety initiatives in the area;
- Other impacts on trust, views about the neighbourhood, and social networks.

⁷ Derek Halden, Peter Jones and Sarah Wixley (2005) *Measuring Accessibility as experienced by different socially disadvantaged groups. Accessibility Analysis Literature Review*. Working Paper 3. Transport Studies Group, University of Westminster.

⁸ Heather Ward, Nicola Christie, Elisabeth Towner, Richard Kimberlee, Marianna Brussoni, Ronan Lyons, Sinead Brophy, Sarah Jones and Mike Hayes (2004) *Evaluation of the Department for Transport's Neighbourhood Road Safety Initiative. Scoping Report 1* (Work in Progress). Prepared by UCL, University of Surrey, University of Western England, University of Wales Swansea and child Prevention Trust.

⁹ See http://www.natcen.ac.uk/natcen/pages/op_housingandtransport.htm#transport.

³ Rosalyn Harper and Maryanne Kelly (2003) *Measuring Social Capital in the United Kingdom*. Office for National Statistics [Available at <http://www.ons.gov.uk/about-statistics/user-guidance/sc-guide/the-social-capital-project/index.html> accessed on the 1st of April 2008]

¹¹ Social Research Associates (2004) *Research in East Birmingham for Inner City Safety Demonstration Project. Attitude Survey*. Presented to the Department for Transport, Road Safety Unit and Birmingham City Council and Social Research Associates (2005) *Inner City Road Safety Demonstration Project Public Involvement and Communication*. Presented to the Department for Transport, Road Safety Unit and Birmingham City Council

2.7.12 The questionnaire for the survey is presented in Appendix 3.

2.7.13 Given the requirement to identify any real improvements in the context of budget constraints, we decided to sample respondents from key types of users within the key geographical area affected by the interventions. Given the targeted locations of the project and the nature of the neighbourhood (transient, hard-to reach...), it was considered difficult to conduct a longitudinal approach of people using the area. However, by conducting the surveys at the same locations at two different points in time, we ensured comparability in terms of potential changes in the areas in terms of usage and accessibility and users' views and perceptions on road safety and wider social capital measures.

2.7.14 The survey targeted locations where regular activities were undertaken, namely:

- Schools
- Hospitals/doctors
- Shops
- Other like Public services (library, job centre, leisure)
- Work places.

2.7.15 395 respondents were interviewed in 2008 and 350 in 2009. The survey took place in the Alum Rock, the Coventry Road, the Ward End and the Bordesley Green areas (Table 2.1). Some interviews were also conducted at the Heartland Hospital to obtain a better understanding of the impact of the SAOS' works on those requiring health services.

Table 2.1: Location of respondents' interviews in the SAOS area

Area	Survey 1 – April 2008	Survey 2 – Sept. 2009
	%	%
Coventry Road	24.3	24.0
Bordesley Green	22.0	21.7
Ward End	27.3	26.3
Alum Rock	21.8	22.3
Heartland Hospital	4.6	5.7
Total respondents	100%	100%

2.7.16 The findings of the surveys are presented in section 4.

D. Interviews and focus groups

2.7.17 Semi-structured interviews were a key tool in assessing partnership as well as gathering information on the consultation process. However, while the evaluation team contacted a large number of people from a list of organisations provided by the project team, only fifteen people agreed to be interviewed about the project – most people who did not want to be interviewed felt that they were too far removed from the project or were not concerned by safety issues.

Interviewees included technicians and officers from Birmingham City Council including the project team as well as one councillor in the area. Fifteen took part in the community involvement interviews and 12 in the partnership interviews. Interview outlines can be found in Appendices 2 and 4.

2.7.18 Two focus groups were also conducted with engineers and project officers from Birmingham City Council involved in the Streets Ahead on Safety (SAOS) to discuss early findings of the evaluation in May and September 2009. The first comprised the engineering and project leadership teams, the second a range of BCC officers. At each event, the project evaluators presented the major findings of the evaluation in phase I, and invited comments and discussion from participants. Both were recorded and transcribed, and the main results are presented in section four of the report.

2.8 Comparative and control components

2.8.1 In order to ensure a better assessment of the “real” improvement generated by the project compared, for example, with improvement in the local economy or changes in its demography, or implementation of other initiatives, WSP sought to compare trends over time in statistical and document analysis between two ‘comparable’ areas:

- The whole of Birmingham;
- Control sites of a similar economic, social nature with similar built environments.

2.8.2 The data will be presented and analysed by WSP.

2.9 Limits

2.9.1 Our approach was of course entirely dependent upon implementation timescales, and we had to dovetail it depending on progress in terms of any implementation difficulty or challenge encountered by the project.

3. On-street surveys

This section presents the finding of the on-street surveys and concludes with an assessment of what the survey tells us in terms of the outcomes of the project on objectives 1, 4 and 5.

3.1 Brief overview of the respondents

3.1.1 Around 70% of the respondents lived in the SAOS area in both surveys. The remaining came from different parts of Birmingham and the West Midlands metropolitan area.

3.1.2 Around 20-22% of respondents had more than one reason to come to the area in 2008 and 2009. Overall, the great majority of interviewees came for shopping or to use services such as banks and post offices (Table 3.1). A fifth to a quarter came for leisure, to visit friends and family or were just passing through. Finally, around 12%-16% came for work/business, for school or to go to the doctor or the hospital. The use of community services or worship accounted for very few respondents' trips to the area.

3.1.3 Around 43% of the respondents were male in both surveys. However, this figure increased to 48% for respondents residing in the SAOS area in 2008, close to the male proportion registered by the Census for the area in 2001. Around 70% of respondents visiting the area were females, indicating a gender imbalance in terms of visitors during the day in 2008. This gender imbalance disappeared in 2009 with similar proportions of males and females either residing in or visiting the area.

Table 3.1: Reasons to come to the SAOS area – Surveys 1 and 2 – multiple responses.

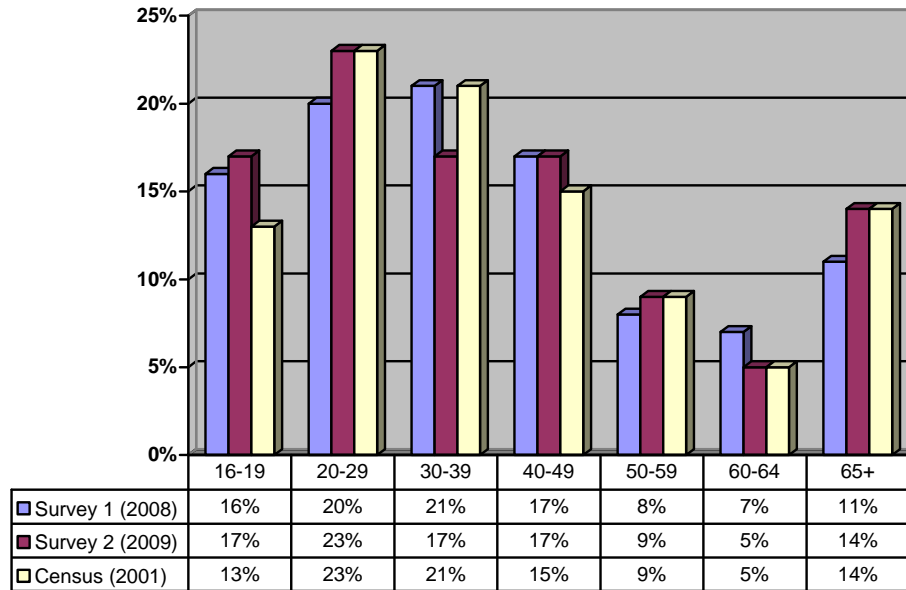
	Survey 1 – April 2008		Survey 2 – Sept. 2009	
	#	%	#	%
A - Shopping and to use services (bank, post...)	237	60.0%	186	53.1%
B - School/college or taking children to school	64	16.2%	49	14.0%
C - Doctor/Hospital	53	13.4%	43	12.3%
D - Work or business	62	15.7%	44	12.6%
E - Community services	8	2.0%	5	1.4%
E - Religious reasons/Worship	2	0.5%	1	0.3%
E - Total leisure/family/walk around	77	19.5%	82	23.4%
<i>E- Visiting friends/Family</i>	34	8.6%	48	13.7%
<i>E - Leisure/Sport</i>	32	8.1%	25	7.1%
<i>E - Just walk/Have a look around/Passing through</i>	11	2.8%	9	2.6%
Other	2	0.5%	0	0.0%
TOTAL	395		350	

Source: CURS surveys.

3.1.4 The age distributions of SAOS residents in both surveys were not too different from the age distribution of the SAOS population as registered by the Census 2001

(Table 3.2). Nevertheless, survey respondents seemed to be slightly younger than the SAOS residing population overall.

Figure 3.2: Age of surveys' respondent who lived in the SAOS area compared with Census data 2001.

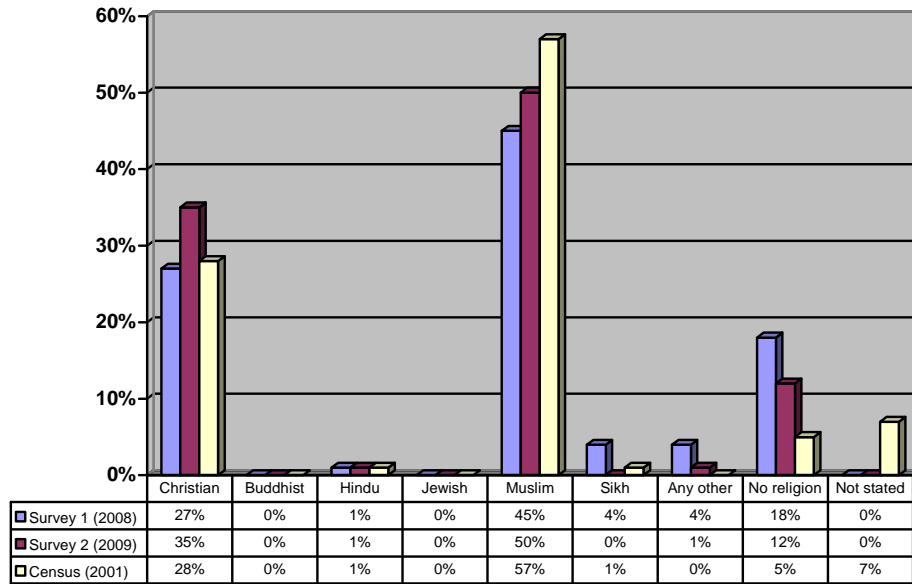


Source: CURS surveys and Census (2001)*

3.1.5 The majority of respondents were either from white (40%) or Pakistani (31%-37%) backgrounds in both surveys. The two other important ethnic groups were Indian and Black Caribbean.

3.1.6 The majority of respondents were either Christian or Muslims which was comparable to the SAOS population as recorded by the Census 2001 (Table 3.3). It is interesting to note that a greater proportion of respondents declared being of no religion compared with the Census 2001 in both surveys. This might be due to a lack of trust.

Figure 3.3: Faith of surveys' respondents living in the SAOS area compared with Census data 2001



Source: CURS surveys and Census (2001)*

3.1.7 Respondents to both surveys had mix profiles in terms of economic activity. Around 40% were in employment either full time or part-time (Table 3.4). This proportion was higher than the SAOS population as a whole as recorded by the Census in 2001. Retired and unemployed people also represented important proportions of surveys' respondents compared with the SAOS population data in 2001.

Table 3.4: Employment status of surveys' respondents compared with Census data 2001.

	Survey 1	Survey 2	Census 2001
	All respondents	All respondents	SAOS
Employee in full time job	29.7%	27.7%	
Employee in part-time job	11.5%	12.3%	32.0%
Self-employed	1.0%	0.3%	4.7%
Retired	16.6%	16.3%	9.4%
Unemployed and looking for work	11.0%	11.7%	7.7%
Full-time education	11.8%	12.0%	11.3%
Looking after the family	18.4%	19.7%	34.9%

Source: CURS surveys and Census (2001)*

3.1.8 Around nine percent of respondents considered themselves as having a disability in 2008. This proportion decreased to five percent in 2009. For most respondents, this disability impaired their mobility.

3.2 Main Findings

3.2.1 This section explores the main findings from the surveys regarding accessibility, travel patterns, road accidents, usage of the area and perceptions on road safety, social capital and local participation.

Travel motives

3.2.2 Reasons to come to the SAOS area were relatively similar in April 2008 and September 2009. Excluding the Heartland Hospital, where motive were almost exclusively related to health issues, the most frequent motive to come to our targeted areas was for shopping or to use services such as banks and post offices (Tables 3.5 and 3.6). This is particularly true in the Ward End and the Alum Rock areas. Other motives such as work/business, school/college or leisure/visiting, family/walk around were important for a tenth to a quarter of the respondents depending on the area. While many respondents came to Alum Rock for work or business in 2008, this was more important for the areas of Coventry Road, Bordesley Green and Ward End in 2009.

Table 3.5: Reasons for coming to the SAOS area – Survey 1 – April 2008

	Coventry Road	Bordesley Green	Ward End	Alum Rock	Heartland Hospital	SAOS area
A - Shopping and to use services	50%	46%	64%	58%	0%	52%
B - School/college or taking children to school	15%	11%	27%	13%	0%	16%
C - Doctor/Hospital	6%	7%	12%	12%	100%	13%
D - Work or business	15%	17%	14%	21%	0%	16%
E - Community services	4%	0%	0%	5%	0%	2%
E - Religious reasons/Worship	0%	0%	1%	1%	0%	1%
E - Total leisure/family/walk around	17%	26%	23%	15%	0%	19%
<i>E - Visiting friends/Family</i>	9%	13%	8%	6%	0%	9%
<i>E - Leisure/Sport</i>	6%	10%	11%	6%	0%	8%
<i>E - Just walk/Have a look around/Passing through</i>	1%	3%	4%	3%	0%	3%
All motives	100%	100%	100%	100%	100%	100%

Source: CURS surveys.

Table 3.6: Reasons for coming to the SAOS area – Survey 2 – September 2009

	Coventry Road	Bordesley Green	Ward End	Alum Rock	Heartland Hospital	SAOS area
A - Shopping and to use services	44%	45%	61%	59%	0%	49%
B - School/college or taking children to school	15%	17%	15%	10%	5%	14%
C - Doctor/Hospital	7%	11%	4%	8%	95%	12%
D - Work or business	21%	20%	20%	14%	5%	18%
E - Community services	0%	1%	0%	0%	0%	0%
E - Religious reasons/Worship	4%	3%	3%	1%	0%	3%
E - Total leisure/family/walk around	18%	33%	17%	33%	0%	23%
<i>E- Visiting friends/Family</i>	12%	16%	8%	24%	0%	14%
<i>E - Leisure/Sport</i>	1%	17%	7%	6%	0%	7%
<i>E - Just walk/Have a look around/Passing through</i>	5%	0%	3%	3%	0%	3%
All motives	100%	100%	100%	100%	100%	100%

Source: CURS surveys.

Table 3.7: Changes in reasons for coming to the SAOS area- Survey 1 vs Survey 2

	Coventry Road	Bordesley Green	Ward End	Alum Rock	Heartland Hospital	SAOS area
A - Shopping and to use services	-6%	-1%	-3%	1%	0%	-3%
B - School/college or taking children to school	0%	6%	-12%	-3%	5%	-2%
C - Doctor/Hospital	1%	4%	-8%	-4%	-5%	-1%
D - Work or business	6%	3%	6%	-7%	5%	2%
E - Community services	-4%	1%	0%	-5%	0%	-2%
E - Religious reasons/Worship	4%	3%	2%	0%	0%	2%
E - Total leisure/family/walk around	1%	7%	-6%	18%	0%	4%
<i>E- Visiting friends/Family</i>	3%	3%	0%	18%	0%	5%
<i>E - Leisure/Sport</i>	-5%	7%	-4%	0%	0%	-1%
<i>E - Just walk/Have a look around/Passing through</i>	4%	-3%	-1%	0%	0%	0%

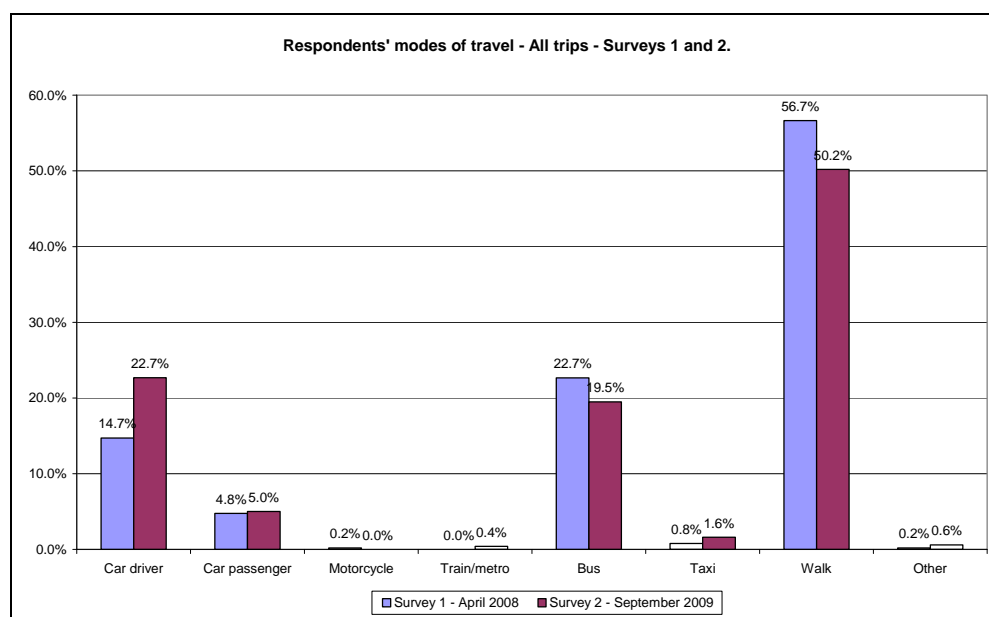
Source: CURS surveys.

Travel modes

3.2.3 Around 31% of respondents had a driving license in 2008; this figure rose to 36% in 2009. However, while only 32% had access to a car in 2008, this proportion rose to 42% in 2009.

3.2.4 Around 20% of the respondents had made more than one trip to come to their area of interview in 2008; this proportion rose to 24% in 2009. The majority of respondents walked in or to the area in both surveys (Figure 3.8). In both cases, more than 93% of respondents declared using this mode on a regular basis. Nevertheless, the proportion of car drivers increased from survey 1 to survey 2 from 14.7% to 22.7% at the expense of other travel modes such as walking and taking the bus.

Figure 3.8



Source: CURS surveys.

Travel times

3.2.5 As expected average and median travel times varied by travel modes. Respondents travelled for 27 min on average in both surveys 1 and 2 (Table 3.9). Across all modes we notice that some respondents made very short trips of no more than 5 minutes while other made very long trips exceeding 3h sometimes. The shortest trips were made on foot (20-21 min on average) and the longest by bus (42 minutes on average). Travel times by car increased from an additional 6 minutes (car driver) to 9 minutes (car passenger) from survey 1 to survey 2

Table 3.9: Average travel times by modes – Surveys 1 and 2.

	Car driver	Car passenger	Train/metro	Bus	Taxi	Walk
	Mean	Mean	Mean	Mean	Mean	Mean
Survey 1	00:27	00:30	NA	00:42	00:40	00:20
Survey 2	00:33	00:39	01:49	00:42	00:31	00:21

Source: CURS Surveys.

Difficulties in travelling by bus or car

3.2.6 In April 2008, 15% of car users declared having experienced difficulties in coming to the area mostly due to traffic and congestion. This proportion decreased to 10% in September 2009.

3.2.7 Two thirds of people who used a car to travel to the area thought that it would be quite or very easy to come to the area using another mode of transportation in both surveys. Alternatively, 20% of the respondents thought that it would be quite or very difficult not to come by car in 2008. This proportion decreased to 17% in 2009. Both

in 2008 and 2009, main difficulties for not taking the car mentioned by respondents were that their journey would be too complicated or too long by public transport (need to take 2 or 3 buses) or because they thought that public transport was an unreliable mode of transportation.

3.2.8 Respondents coming by bus used a variety of buses in 2008 and 2009; the most popular being the 97 (22% of users), the 14 (8-10%), the 11 (6-8%), the 55 (4%-8%), the 94 (8%), the 17 (4%-7%) and the 28 (4%-6%) depending on the survey.

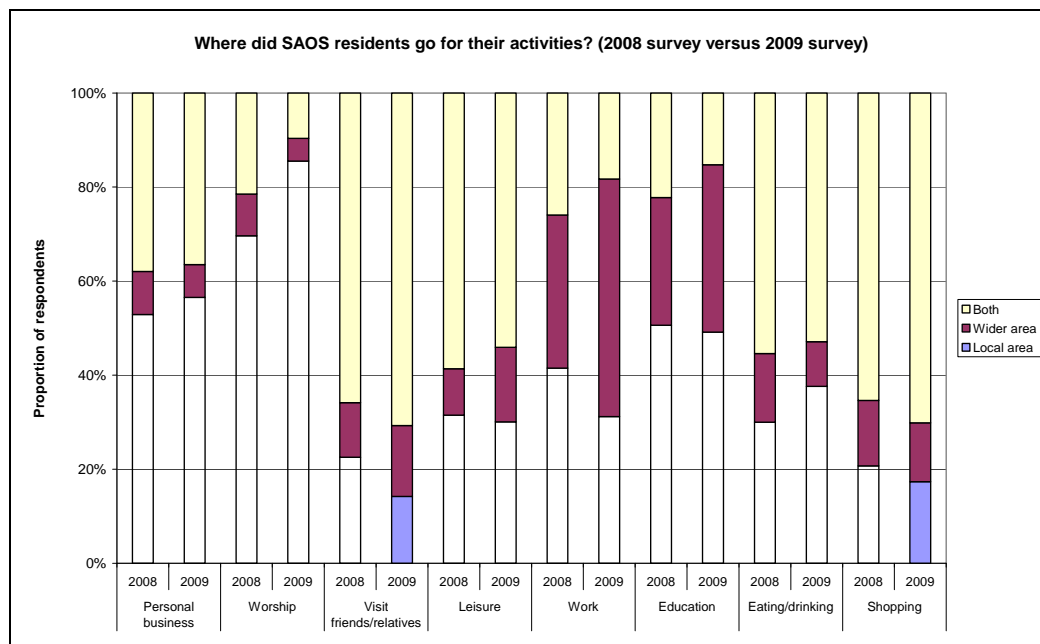
3.2.9 In 2008, 5% of bus users experienced difficulties in getting to the area, mostly due to traffic and congestion. In 2009, this proportion decreased to 2.6%.

3.2.10 Bus users who had access to a car did not use it mostly because another family member was using it or because they did not have a license. While the lack of parking opportunities in the area was mentioned by a few respondents in 2008; this was not mentioned in 2009.

3.2.11 Residents and visitors to the SAOS area displayed slightly different profiles in terms of the place they went to for their activities in both surveys. A majority of residents stayed in the SAOS area for worship and personal business. Education motives are split 50%-50% between the SAOS area and the wider area while 40% of respondents worked in the SAOS area in 2008 and only 30% in 2009 (Figures 3.10). Patterns were more varied in terms of visiting friends/leisure, eating and drinking and shopping where a majority of respondents used both the SAOS and the wider area.

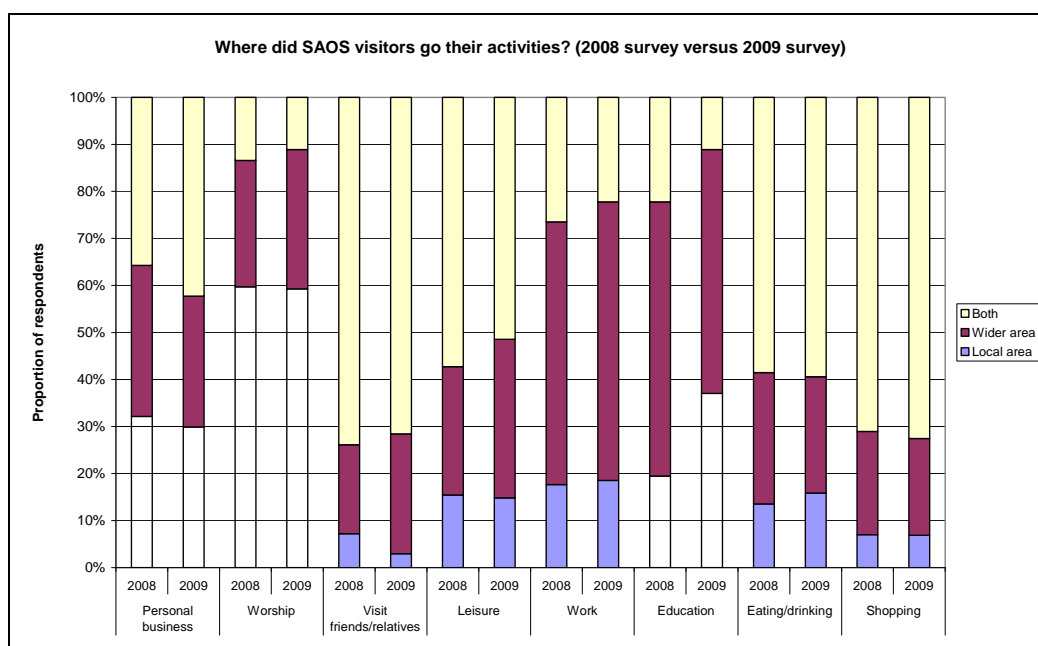
3.2.12 Visitors to the SAOS area presented more diversified geographical distributions in terms of the locations that they used for their activities in 2008 and 2009 (Figure 3.11). A majority came to the SAOS area for worship but in general they displayed a wide variety of use of either the local area or the wider area or both depending on their activities.

Figure 3.10



Source: CURS Surveys.

Figure 3.12



Source: CURS Surveys.

Crossing the roads and walking in the area

3.2.13 Overall, around 62%-67% of interviewees only crossed 1 to 3 roads on their way to their point of interview both in 2008 and 2009. In April 2008, a majority of interviewees interviewed in the Coventry Road, Bordesley Green and the Alum Rock areas felt that it was a bit or very unsafe to cross the road there (Table 3.13). While most areas, except the Heartland Hospital, were considered quite or very safe to walk alone during the day, this was not the case at night where more than 70% of interviewees felt that this was unsafe. These proportions were quite high in comparison with the feeling of safety expressed by Birmingham's residents in general. Only 4% of Birmingham's residents felt that it was unsafe in their local area during the day and 30% felt that this was unsafe at after dark in 2008 (BMG, 2009).

3.2.14 The feeling of insecurity decreased significantly in the Coventry Road, Bordesley Green, Alum Rock and Heartland Hospital areas on all these indicators from April 2008 to September 2009 (Table 3.13). However, the feeling of insecurity seems to have increased overall in the Ward End area in terms of crossing the road and walking alone at night.

3.2.15 This overall positive change was also expressed in the proportion of respondents who would allow a 10 year old to walk to school alone from their home, which increased from 22% in April 2008 to 35% in September 2009.

Table 3.13: Changes in perceptions of safety, 2008 - 2009

Activity	Interview areas					
	Coventry Road	Bordesley Green	Ward End	Alum Rock	Heartland Hospital	SAOS
	2008					
To cross the road where they were interviewed.	58%	53%	34%	64%	22%	50%
To walk alone during the day in the area where they were interviewed.	37%	24%	11%	31%	44%	26%
To walk alone after dark in the area where they were interviewed.	72%	79%	68%	70%	93%	73%
	Change 2008 - 2009					
To cross the road where they were interviewed.	-13%	-19%	19%	-14%	-17%	-6%
To walk alone during the day in the area where they were interviewed.	-11%	-7%	-3%	-14%	-39%	-10%
To walk alone after dark in the area where they were interviewed.	-10%	-13%	7%	-12%	-25%	-7%

Source: CURS Surveys.

3.2.16 In April 2008, a fifth of interviewees found the Coventry Road area problematic or very problematic for getting around whereas more than 10% had a similar impression in terms of walking to the local shops or from their home to the bus stop in that area. Around one tenth of respondents also found the Bordesley Green and the Alum Rock areas problematic for getting around (Table 3.14). The Coventry Road and the Bordesley Green areas were also considered problematic or very problematic by a quarter of respondents for walking with buggies or with wheelchairs or if you had a disability.

3.2.17 In September 2009, except for the Ward End area and the Heartland Hospital, smaller proportions of respondents felt that these areas were problematic in terms of getting around, walking to the local shops, walking from home to the bus stops, walking for people with buggies, wheelchair users and other disabilities, especially in the Bordesley Green area (Table 3.14).

Table 3.14: Changes in perceptions of ease of movement, 2008 - 2009

Activity	Areas of interview					
	Coventry Road	Bordesley Green	Ward End	Alum Rock	Heartland Hospital	SAOS
	2008					
For generally getting around.	21%	12%	1%	8%	0%	10%
For walking to the local shops.	11%	6%	0%	2%	0%	4%
For walking from home to the bus stop.	12%	2%	1%	1%	0%	4%
For walking for people with buggies, wheelchair users and other disabilities.	29%	27%	6%	9%	0%	17%
	Change 2008 - 2009					
For generally getting around.	-11%	-12%	1%	-7%	0%	-6%

For walking to the local shops.	0%	-6%	1%	-1%	5%	-1%
For walking from home to the bus stop.	-1%	-2%	0%	0%	5%	-1%
For walking for people with buggies, wheelchair users and other disabilities.	-10%	-27%	1%	-7%	6%	-9%

Source: CURS Surveys

3.2.18 In April 2008, 47% of respondents felt that all parts of the area were pretty safe walking around. On the contrary, around 21% of interviewees reported that they would avoid the Alum Rock Road due to a general feeling of insecurity, the presence of gangs of youths, the multiethnic character of the place or the presence of traffic congestion. Other areas such as Washwood Heath, Saltley, Small Heath, and Ward End were also avoided on foot by more than 5% of respondents; mostly because of a lack of personal security.

3.2.19 In September 2009, a higher proportion of respondents (58%) felt that all parts of the area were pretty safe to walk around. Only 11% of interviewees reported that they would avoid the Alum Rock Road. Fewer than 5% of respondents mentioned that they would avoid walking in Washwood Heath, Small Heath, and Ward End roads compared with April 2008. While still above 5%, the proportion of respondents declared avoiding Saltley Road decreased as well. However, the proportion of respondents who declared that all roads in the SAOS area were unsafe for pedestrians increased from 3.5% to 5.7% between the two surveys.

Road accidents and seat belts

3.2.20 In 2008, ten people (2.5% of interviewees) declared having been involved in an accident in the last year; half of them in the SAOS area. In September 2009, only five people (1.4% of interviewees) declared having been involved in an accident in the last year; three out of five in the SAOS area.

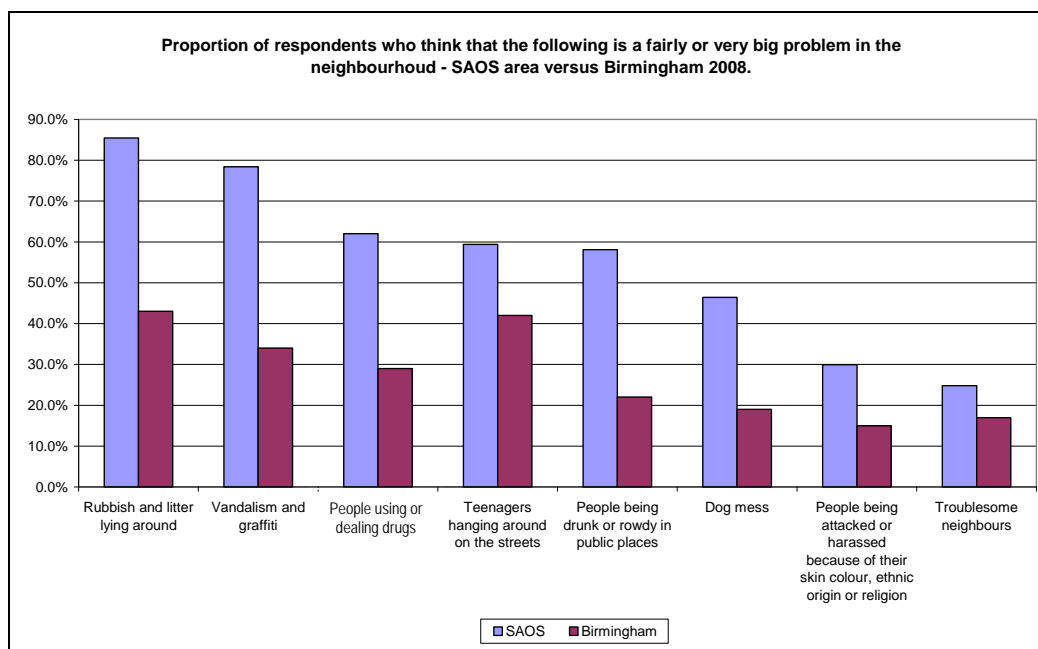
3.2.21 90% of people who travelled by car in a front seat declared always wearing their seat belt in April 2008. This proportion increased to 93.6% in September 2009 above the UK average of 90%¹². However, indications from police enforcement activities indicate this may be an over-estimate in the SAOS area.

Wider problems in the area

3.2.22 Figure 3.15 presents the proportion of respondents who felt that some issues such as rubbish and litter, vandalism and graffiti, teenagers hanging around, etc. represented fairly or very big problems for the SAOS area versus Birmingham as a whole in 2008 (at the time of the first survey). Overall, the SAOS scored highly on these issues compared with the rest of Birmingham at the time of survey one.

¹² <http://think.dft.gov.uk/pdf/332982/3329861/0912-annualsurvey.pdf>

Figure 3.15

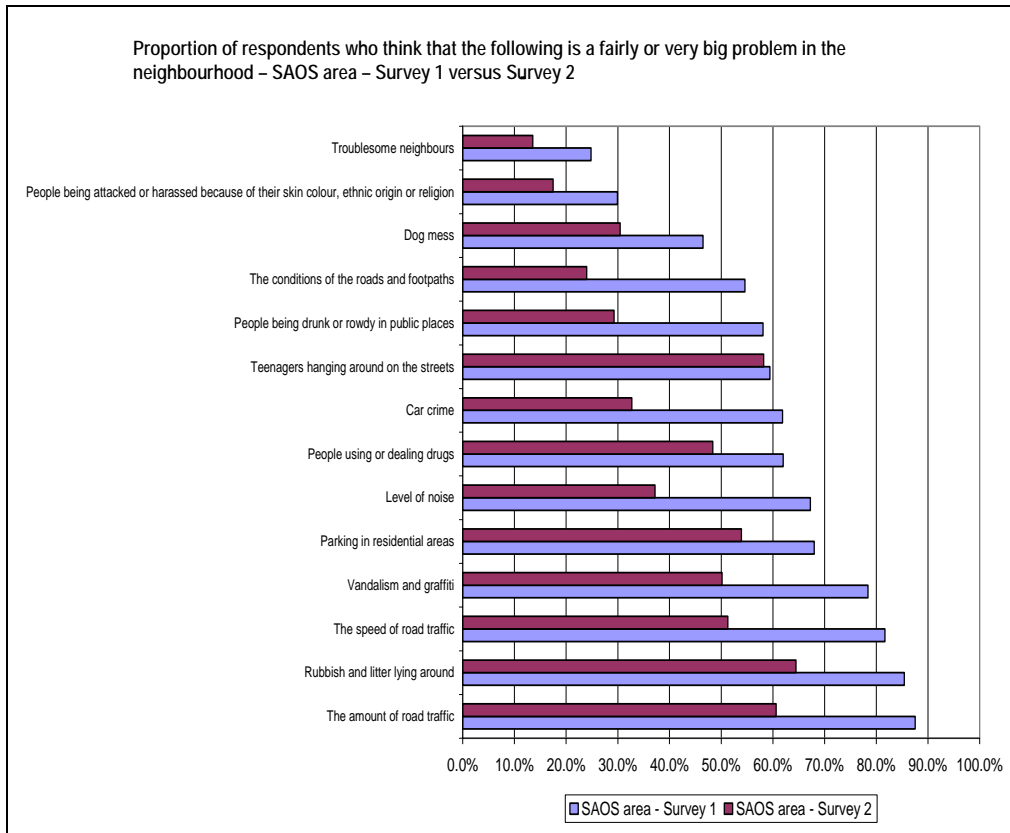


Source: CURS Survey and BMG (2009).

3.2.23 Nevertheless, Figure 3.16 shows important decreases in the proportion of people feeling that the SAOS area was subject to such problems as well as safety and traffic problems from April 2008 to September 2009. These proportions decreased from 87% to 60% in terms of the amount of road traffic, 81% to 51% in terms of the speed of road traffic, 55% to 24% in terms of the conditions of the footpaths and 68% to 54% in terms of parking in residential areas.

3.2.24 While this decrease benefited most of the SAOS sub-areas, the Coventry Road and the Ward End areas were still displaying higher proportions of discontented respondents compared with the SAOS average (Table 3.17).

Figure 3.16



Source: CURS Surveys.

Table 3.17 – Changes in perception of the neighbourhood, 2008 to 2009

Issue	Coventry Road	Bordesley Green	Ward End	Alum Rock	Heartland Hospital	Total
	2008					
The amount of road traffic	92%	81%	82%	93%	100%	88%
Rubbish and litter lying around	91%	84%	82%	83%	94%	85%
The speed of road traffic	82%	81%	77%	92%	61%	82%
Vandalism and graffiti	84%	84%	74%	68%	94%	78%
Parking in residential areas	71%	71%	51%	83%	60%	68%
Level of noise	70%	53%	68%	74%	83%	67%
People using or dealing drugs	83%	72%	54%	41%	59%	62%
Car crime	81%	62%	51%	59%	44%	62%
Teenagers hanging around on the streets	83%	52%	53%	47%	59%	59%
People being drunk or rowdy in public places	74%	47%	52%	60%	53%	58%
The conditions of the roads and footpaths	63%	51%	40%	73%	33%	55%
Dog mess	38%	53%	62%	29%	44%	47%
People being attacked or harassed because of their skin colour, ethnic origin or religion	62%	23%	14%	27%	0%	30%
Troublesome neighbours	54%	14%	9%	30%	0%	25%
	Changes - 2008 to 2009					
The amount of road traffic	-8%	-49%	-15%	-37%	-40%	-27%
Rubbish and litter lying around	-32%	-22%	-10%	-9%	-69%	-21%
The speed of road traffic	-10%	-60%	-13%	-42%	-36%	-30%
Vandalism or graffiti	-36%	-51%	-9%	-10%	-69%	-28%
Parking in residential areas	10%	-54%	6%	-41%	20%	-14%
Level of noise	-27%	-28%	-26%	-41%	-31%	-30%
People using or dealing drugs	-23%	-25%	1%	-14%	-17%	-14%
Car crime	-37%	-52%	-10%	-31%	-31%	-29%
Teenagers hanging around on the streets	-27%	23%	5%	7%	-33%	-1%
People being drunk or rowdy in public spaces	-36%	-16%	-25%	-36%	-42%	-29%
The conditions of roads and footpaths	-19%	-49%	-4%	-57%	-33%	-31%
Dog mess	-9%	-41%	-6%	-11%	-14%	-16%
People being attacked or harassed because of their skin colour, ethnic origin or religion	-29%	-23%	8%	-12%	0%	-12%
Troublesome neighbours	-27%	-14%	2%	-11%	0%	-11%

Source: CURS Surveys.

Safety improvements

3.2.25 When asked about safety improvement in their area over the past 12 months, only 3% to 7% of SAOS residents felt that the speed or amount of road traffic has decreased or that parking in residential areas had improved from 2008 to 2009 (Table 3.18). However, 13% to 18% felt that it had become easier to cross the road in the area depending on the location.

Table 3.18: Road safety perceptions of SAOS residents - Survey 2 – September 2009

Compared with 12 months ago, do you think that:	
The speed of road traffic in your neighbourhood has decreased	4%
The amount of road traffic in your neighbourhood has decreased	3%
The condition of the roads and footpaths has improved	13%
Parking in residential areas has improved	7%
Crossing the road here has become easier	18%
Crossing the road in front of your house has become easier	13%
Crossing the road in your neighbourhood has become easier	16%

Source: CURS Surveys.

3.2.26 Some respondents felt that Alum Rock Road (4%), the Washwood Heath (2%) or Coventry Road, Bordesley Green and Small Heath (1.3%) were unsafe for driving in April 2008. These proportions increased for Alum Rock Road (5%) and Coventry Road (3.3%) in September 2009.

Streets Ahead on Safety

3.2.27 Around 7% of respondents had heard about the Streets Ahead on Safety project in April 2008. This proportion had decreased to 4% in September 2009. This decrease can be explained by the fact that the main consultation process took place early on in the project and was then followed by a more bespoke approach.

General satisfaction with the area

3.2.28 Around 70% of the respondents declared living in the SAOS area in both surveys. Around two third of them had lived there for more than 10 years.

3.2.29 Around 25% of respondents declared that they were fairly or very dissatisfied with the area in April 2008. This proportion decreased to 21% in September 2009. Proportionally, the people who were the more dissatisfied with the area were either people who had lived in the area for 1 to 2 years (just arrived but got to know the area) or people who had lived there for more than 20 years (have been there for a very long time and maybe unhappy about the changes in the area).

3.2.30 66% declared being satisfied with the area in April 2008. This proportion increased to 72% in September 2009. While improving, these proportions were lower than the average for Birmingham: around 86% of Birmingham residents indicated that they were satisfied overall with their local area in 2008 (BMG, 2009)¹³.

Social capital

¹³ BMG Research (2009) *Annual Opinion Survey*. Prepared for Be Birmingham by Alan Conville.

3.2.31 In April 2008, 34% of respondents disagreed with the idea that people in their neighbourhood (street/block) could be trusted or that people did things together and helped each other (Table 3.19). In September 2009, these two proportions had decreased by a third to reach 22%-24%. In addition, while 24% of respondents disagreed with the fact that their neighbourhood was a place where people from different backgrounds get on well in 2008, this proportion decreased to 19% in September 2009. These changes show an improvement, however these proportions were still lower than the overall average for Birmingham where only 13% of residents thought that their local area was one where people from different backgrounds do not get on well (BMG, 2009).

3.19: Proportion of respondents who disagree with the statement:

	Survey 1 – April 2008	Survey 2 – Sept. 2009
My neighbourhood is a place where people do things together and try to help each other	34%	22%
Most people in my neighbourhood can be trusted	33%	24%
My neighbourhood is a place where people from different backgrounds get on well together	24%	19%

3.2.32 Only 17% of respondents felt that they could influence decisions affecting their local area both in April 2008 and September 2009 (compared with 43% in Birmingham overall in 2008) – Table 3.20. On the contrary, while only 29% thought that by working together people could influence decisions that affect their local area in April 2008, this proportion had increased to 40% in September 2009 - this compared with 65% in Birmingham on average in 2008 (BMG, 2009).

3.2.33 While 6% of SAOS residents interviewed took some actions in an attempt to solve a problem affecting people in their area in April 2008, this proportion had decreased to 3% in Sept. 2009. Again when looking at indicators related to participation in a local decision making process, while improving, the SAOS area scored quite lowly compared with the Birmingham average.

Table 3.20: Proportion of respondents who disagree with the statement:

	Survey 1 – April 2008	Survey 2 – Sept. 2009
I can influence decisions affecting my local area	18%	16%
By working together, people in my area can influence decisions that affect the local area	29%	40%

3.3 Summary

3.3.1 Both on-street surveys revealed that overall, the area attracts a good number of people from the wider Birmingham area and even the conurbation. The SAOS area is an important place in terms of worship and personal business compared with the rest of Birmingham. The area struggles more with local issues and social capital is lower compared with the rest of Birmingham. Nevertheless, most indicators show an

improvement on road safety perception, accessibility and social capital from April 2008 to September 2009.

Survey 1 – April 2008

3.3.2 The first survey was carried out in April 2008, at a time when the schemes were only starting to be implemented.

3.3.3 The survey showed that a great proportion of users walked within or to the area, even though crossing the road in the area or walking alone during the day seemed an ordeal for some; walking alone at night was a no go area for a majority.

3.3.4 Accessibility seemed particularly an issue in the Coventry Road and Bordesley Green areas. Some car users experienced issues in terms of accessibility whereas bus users seemed fine overall. Perceptions of road safety were not high on the priority list for people with traffic congestion/speeding/parking considered as important issues by a majority of residents in April 2008.

3.3.5 The quality of life was very low with more problems in the Coventry Road and Bordesley Green areas. The proportion of respondents satisfied with the area lagged behind the City as a whole. The level of social capital was very low in terms of coherence and engagement.

Survey 2 – September 2009

3.3.6 The second survey was carried out in September 2009 after completion of the schemes.

3.3.7 While still a great proportion of users walked within or to the area, more people used their car in September 2009. Fewer respondents reported having had difficulties in their travel either by car or bus which allude to an improvement in accessibility.

3.3.8 Except in the Ward End area, more respondents felt that it was easier to walk around or cross the road in the area and more were confident of walking alone at night. Crossing the road had clearly improved for around 15% of respondents. In addition, fewer respondents felt that road traffic, road speed, parking, the conditions of roads and footpaths were an issue in the area.

3.3.9 Wider quality of life indicators were up as well with overall more residents feeling satisfied with the area and reporting various issues compared with survey 1. Indicators on social capital were up as well with an increase in level of trust and confidence in the possibility of working together to improve things in the area.

4. Document analysis, interviews and focus groups

4.1.1 One of the characteristics of the Streets Ahead on Safety is the importance of the bottom-up approach and community engagement: “*Objective 3: To secure inclusive engagement and participation with a diverse community, and influencing local views about road safety*”. To respond to this objective, various community engagement initiatives were realised throughout the project. This section provides an evaluation of the achievement of the SAOS project toward objective 3. Findings are derived from the document analysis, the interviews and the focus groups.

4.1.2 Our evaluation follows the InterAct model of “*Evaluating Participatory, deliberative and cooperative ways of working*.”¹⁴ This model highlights the importance of considering both the consultation process itself and the impacts of that process (InterAct (2001)). More specifically, we examined:

- What were the objectives of the project (practical, transformational), how they were set-up and widely communicated, if they have changed over time, and to what extent they have been met and fulfilled, was the process or programme part of a larger strategy, how did it relate to it, which other factors have affected the process?
- What was the level of engagement achieved according to Arstein’s ladder of participation (1969);
- What techniques and methods were used? How were they assessed and agreed upon? How were they introduced to participants? How were events and techniques evaluated? Were the right techniques introduced at the right time?
- How inclusive has the process been? What steps have been taken to reach excluded groups? How many people were involved? How many were invited? Who participated? What was their role? How were they involved? What has been their feedback?
- What were the outputs? Newsletters, number of events, number of people attending, events where people decided things, questionnaire completed and returned, interviews completed, etc.
- What have been the outcomes? Changes to individuals, groups, organisations, attitudes? For example, level of understanding, level of trust? Increased level of ownership? Changes in values, priorities, objectives and aims? New relationships? Increase in participation or decrease in level of crime? Are these changes immediate or long term changes? What are the scales of these changes?

4.2 Findings emerging from the document analysis and the interviews

4.2.1 The document analysis and the initial interviews show that the objectives of the project were both practical and transformational. The idea was to implement concrete

¹⁴ Diane Warbutton, Jonathan Dudding, Florian Sommer and Perry Walker (2001) *Evaluating Participatory, deliberative and cooperative ways of working*. A working paper by Inter Act. See <http://www.interactweb.org.uk/papers/discussion.htm>.

safety measures by following a bottom-up approach in order to improve the social capital and quality of life in the area. Nevertheless, these objectives were set-up at the proposal stage of the project by the applicant and it is unclear to what extent they were agreed with many stakeholders prior to the start of the project. This may be due to a tight timeline in terms of the application process.

4.2.2 Notwithstanding this issue, the management team had a clear understanding of these objectives and a lot of effort was put into disseminating them to all stakeholders through a variety of means (action plan, newsletter, road show, and activities with schools ...) in order to get residents' inputs. This massive consultation process resulted in delaying the implementation of the engineering schemes. In turn, this had an impact on the ability to meet both the practical and transformational side of the project.

4.2.3 Consequently, these objectives were partially met. The project team tried to reach as many people as possible and the community was asked what they would like to achieve. However, some difficulties were encountered in terms of engaging people and it is unclear to what extent the implemented solutions reflect the aspirations of the entire community. Nevertheless, the results from the survey in the previous section show that perceptions on road safety and social capital in the area have improved. The education and training initiatives were also successful in influencing local views about road safety, particularly the youth project.

4.2.4 The difficulties encountered in engaging people and getting them to participate in the consultation can be partly explained by the context of the project. The remit of the project and its geographical coverage was very wide in comparison with the limited budget (£6 million). The area covered by the scheme was very large (about 80,000 inhabitants) with a diversity of sub-areas and a large number of actors with diverse views on road safety. In addition, the level of social capital in the area was quite low to start with making it difficult to find people representing their communities. Some communities were more difficult to reach and needed a different kind of consultation processes. This created some problems in terms of managing the expectations of the population.

4.2.5 In some cases, there was a mismatch between the wider objectives of the consultation and the narrower remit and solutions offered by the engineering schemes. The potential solutions were sometimes outside of the remit of the requirements by the residents, for example providing more parking. Nevertheless, the management team tried to accommodate some of these requests. For example, it was possible to create new parking spaces in the Alum Rock scheme. In addition, some changes were made at the post-consultation stage to accommodate demands or complaints from some residents on the scheme impacting their particular roads.

4.2.6 Some issues were raised as well in terms of the mismatch between the flexibility needed for the consultation process versus the technical requirements of the engineering schemes (wide and holistic versus specific). In addition the resource-intensive project suffered from a shortage of resources and staff expertise due to the conditions of the wider engineering labour market. Engineers were asked to design schemes and to conduct consultations and, in general, they did not have the proper skills to do the latter. There was also an overall feeling that the project was innovative both in terms of methodology and governance but had to take place in a standard political decision process, which created some political tensions.

4.2.7 This difficult context created some delays in the implementation of the project, with resulting demoralisation of staff and difficulty in maintaining momentum. This was

particularly true in the middle of the project – i.e. at the end of the consultation phase and start of scheme implementation. Nevertheless, staff tried to address these issues as far as their skills and competencies allowed and some showed real dedication to the project.

4.2.8 Overall, while the overall objective of the project was to achieve the equivalent of level 6 – Partnership on the Arnstein ladder of participation (Figure 4.1) the outcome can be characterised more as level 5 – involvement. While peoples’ views had an influence on the decisions that were made, they had to accommodate local political views on the types of road safety measures that should be used.

Figure 4.1: Arnstein (1969) - 8 levels of participation

Levels 1 and 2	Manipulation/Education	These levels assume a passive audience, which is given information partial or constructed.
Level 3	Information	People are told what is going to happen, is happening or has happened.
Level 4	Consultation	People are given a voice, but no power to ensure their views are heeded.
Level 5	Involvement	People’s views have some influence, but traditional power still make the decisions.
Level 6	Partnership	People can begin to negotiate with traditional power holders, including agreeing roles, responsibilities and levels of control.
Level 7	Delegated power	Some power is delegated
Level 8	Citizen control	Full delegation of all decision-making and action

4.2.9 A variety of methods were used during the various consultation phases. The preliminary phase consisted of an attitude survey (representative sample of the population plus some community organisations) and focus groups with youth, old, women, impaired visually etc. on general and specific road safety issues in the area. The first phase of implementation included a questionnaire, staffed and unstaffed exhibitions, design workshops/steering groups and school consultation events on specific road safety issues in addition to information published in letters and newsletters and on the project website.

4.2.10 The second phase of implementation consisted of discussions about the proposed options with residents and other stakeholders at community and ward/district meetings, public exhibitions and with individuals and stakeholders meetings.

4.2.11 Finally, the third phase of consultation involved sending letters of information about the chosen option to specific residents.

4.2.12 These methods were mostly chosen by the management team or external consultants with some inputs from stakeholders. They were usually introduced to participants through letters of information, call for participation, media... One of the issues was the generic character of the pre consultation activities in terms of feeding into the engineering solutions for the schemes. The main phases of consultation were done in house by engineers and this created some issues in terms of their lack of consultation experience whilst, conversely, it helped them to understand the road safety issues in more detail and put engineers in contact with the communities.

4.2.13 A report was produced for the two main phases of consultation. The first phase of the consultation was evaluated mostly through its success in terms of attendance and the perceived success of methods by the management team. Respondents did not seem to have been asked to give feedback on the consultation methods used and whether they could have been improved

4.2.14 A strategy and objectives were set up for each consultation phase, however, the evaluation reports do not reflect on the achievements on these objectives. Some lessons were drawn from the lack of attendance from the first phase of consultations and incorporated into the design of the second phase in terms of methods of consultation.

4.2.15 External experts were hired to realise the pre and youth components of the consultations. Overall, the youth project was particularly successful and generated high quality and innovative methodologies (e.g. 3D demonstrations).

4.2.16 Overall, residents and some community groups were involved in the pre-implementation phase. All stakeholders were involved in phase one and two of the consultations through different methodologies – i.e. steering groups and workshops for decisions makers in phase 1. The length of the consultation process was a real issue – the so-called “Quick Win” strategy elements had mixed results because of the time required to take them through the consultation and decision-making process.

4.2.17 The project tried to be inclusive and targeted a wide variety of stakeholders: political, emergency services, bus operators, cycling and walking, disabled groups, statutory undertakers, traders associations, residents, schools and community groups. The pre-implementation phase also sought to communicate with all residents as well as specifically focusing on hard to reach groups.

4.2.18 Some key decisions makers were initially given a bigger role in terms of decision through steering groups but the lack of attendance lead to their disbandment. Some residents were also involved later on in the project due to their complaints at time of implementation of schemes on their particular roads.

4.2.19 The most consistent influence throughout the whole of the projects was through local councilors who acted as a significant conduit for concerns. However, the degree to which this led to a balanced input and influence from the local community was not possible to determine.

4.2.20 However, findings from the interview alluded to the fact that “safety” is only one among a variety of issues that local councilors, residents and local officers have to deal with – and only a few consider it as a priority.

4.2.21 In total 800 residents answered the safety questionnaire at phase one and 55 attended the public exhibitions. However, no records of the type of residents consulted were kept for this phase. 211 residents attended the second phase of public exhibitions and their profile was recorded: 32% were female and 37% BME which differ significantly from Census data for the area which show that more than 50% of SAOS residents are female and from black and ethnic minorities. Given the importance of the BME community in the area, this could question how representative the consultation was.

4.2.22 It is important to note that some of the difficulties encountered in the consultation process for the SAOS have been experienced by BCC in similar exercise associated with other projects; with some residents being more ready to be involved than others or reacting only when schemes started being implemented.

4.2.23 The **outputs** such as number of events, number of people attending and number of questionnaires completed were well monitored. The results for the questionnaire in the first phase as well as the comments on the options during the second phase were also well monitored. However, there is less information on the quality of the exchanges at the meetings held during the first phase and there exist no feedback on the consultation process from the participants involved.

4.2.24 While delayed, all schemes were implemented. Interviewees felt that some schemes were more successful than others in terms of the objectives of the project. This is the case of the Alum Rock Road scheme which seems to have been designed through a real partnership approach with the local traders' association – as originally intended by the project.

4.2.25 Due to the difficulties encountered by the project in terms of community engagement, **outcomes** are more difficult to pinpoint. Nevertheless, the findings from the survey presented in the previous section show an increase in the level of social capital of the area. By its presence, the project also brought the agenda of road safety to the fore for some partners and important lessons have been learnt by the officers and technicians on the project.

4.3 Findings emerging from the focus groups

4.3.1 Seven main themes were identified in the focus groups discussion which took place in May and September 2009:

- the operation of local project steering groups;
- competition between wards for project resources;
- tensions in scheme governance;
- consultation processes;
- team composition;
- the salience of road safety issues and;
- partnership working.

4.3.2 These are considered below in sequence.

Local steering groups

4.3.3 The project was founded on principles of community engagement, to be operationalised through steering group representation of a wide range of community bodies. However, these never operated as planned due to difficulties in securing membership, and thus the legitimacy of steering group decisions was compromised:

“The project is driven by the public or public representative more than the city professionals. I think it was always clear from the start because the role of engagement plan right from the very beginning as to who wanted it and when. The people who were on the list were the right people, but perhaps it was a bit too ambitious to think we were going to get 50% or even – I think we probably only ever did less than 10% on there. In theory it was all the right people at the right time but the time and effort and resources required to actually get them to attend was more than we had.”

Competition between ward areas

4.3.4 Similarly, the project design anticipated that the steering group structure would ensure consensus decisions would be reached over project activity, and thus allocation of funds. However, this proved optimistic, given the political context:

“I mean in terms of the steering group system, I think what made it very hard was competition between them about what they wanted for their area because you’ve got five wards and it was obviously felt that, despite what everyone else feels about it and wanting to work together, there is the competition for the money: one of the councillors was upset even two years afterwards that the amount of area they picked up of Birmingham in terms of the money for themselves was very little. Councillors would lose face amongst their constituents.”

“The first thing I was asked was ‘if I ask you tomorrow to justify why certain streets in the opposing ward over there have got funding and three in my area aren’t even included in the scheme, could you do that because I’m thinking of asking you to justify your whole project, the whole concept of the project’. That’s where you start from.”

Tensions in scheme governance

4.3.5 There were unresolved tensions within the project governance structures – these concerned the extent to which the interventions were to be innovative and public-led, yet simultaneously drawing on traditional engineering-led solutions to identified problems:

“There was a lot of distrust from the meetings that I went to because it had been sold that this was a public scheme and they’d be allowed to say, you know, we do what the public wanted and then suddenly the message was ‘well this has got to go to cabinet for approval; and people were sort of standing up saying ‘well you told us this was our scheme’.”

“They [DfT] were looking for an innovative project using constrained techniques and they just didn’t work well together and you needed to either go down the constraint route of what we’ve always done and the engineers almost dictating what goes in with very little consultation, or you need to radically change the governance approach to be a lot more relaxed to allow the public to have more of a decision, you know, more input into it. But the two just didn’t work well together because every time that you got a design, you got the buy-in from the public, you then went to the councillors to try and get buy-in from them, it would be like ‘no, you can’t do that’ and ‘no, we don’t like that’, and it’s just constantly changing it and having to then go back to the public and go ‘well we can’t do this’ and they were like ‘well it’s not our scheme then is it? It’s nothing to do with us now’.”

4.3.6 The failure of the steering-group structure to perform as anticipated, and to provide the legitimacy required for the results of the consultation, had serious consequences for the project team:

“The intention was to get the councillors on the steering group – because the feedback from the consultation would have come back to the steering group, they would have taken ownership of it and then the councillors would have already made that decision. OK then, you’ve still got cabinet members to get round but you know, most of those decisions could have been made earlier on.”

Consultation processes

4.3.7 While extensive and with some successes, the inability of the steering group structures to provide legitimacy for the decisions reached following consultation led to iterations of consultation processes over time – which slowed progress considerably:

“Because the process and the way that this project is shaped, it’s as though it is naturally going to take that much longer than a normal engineering project and I don’t think those kind of considerations and those factors were kind of taken into account and therefore because you’re kind of feeding back so much to the public and it’s not just a simple consultation process, you know, each time you feed it back the amount of work that’s required is huge and I don’t think it was fully appreciated that it’s not just a simple exercise of designing, consultation and building, it was a lot more drawn out process and I don’t think that enough time was given to the project. This is basically a touchy-feely project. What you’ve got is you’ve got your engineering but you’ve got the people side of it and when you’re dealing with the people side, no matter what you do, it’s people, it was always going to be difficult”

4.3.8 Crucially, the failure of the steering group arrangements meant that democratic governance processes operating through councillor representation could on occasion conflict with the project team’s preferred options:

“When you put a crossing in, the perfect location doesn’t exist, it will affect either a property or a business or something. So you go through the consultation process, you get to site and somebody will still tell you ‘what are you doing? What’s this game? What’s going on here?’ and before you know it, councillors are out going ‘oh yeah, well, if they’re not very happy I think, you know, we need to consider what you’re doing here’. The next you know the work’s stopped and you’re waiting for a higher level decision on whether you should carry on or not.”

4.3.9 These tensions were occasionally addressed through additional consultation processes which, while delaying the project, did allow a legitimate decision to be reached. These required the mobilisation of existing interest groups:

“... we did an extra consultation on [area]. We were unable to come to a view...so we went and did another level of consultation to try and get that rather than the politicians just making a decision. Another example would be the traders’ meeting and we gave three options to the traders but they were all viable and they chose the one they wanted and that’s the one they got which is built on site and that was at an early stage at the consultation. The traders had so much involvement and so much engagement and the councillor was basically going to agree to anything that you could get all the traders to agree to. I think how that worked, because there was a structured group to consult with and you know, so

yes, there's no reason why the other schemes couldn't have worked or elements of the other schemes couldn't have worked as well if there were groups there that had the power and influence."

Team factors

4.3.10 Significant difficulties over the composition of the project team were identified, relating to the balance of skills within the team and the need for team members to be working solely on the project rather than drawn from staff working on multiple other projects:

"It would have been helpful as well, you know when you've done this for the brief, as part of the project what you could have done is put it in for the bid for some dedicated people just employed in it to actually run the whole thing, make a team up. I think that's something perhaps a [candidate] for a local authority in trying to do something like this, a lot of strategic teams win the bids, put a good case together and then pass it on and then that's it. But I think for something of this scale where involvement really needs to be a bit more."

"And again this comes back to the point of an engineer leading a project that needs an expert project manager. The majority of the team were engineers that come up with engineering solutions; I would say that it wouldn't be within the engineers' remit to come up with innovative non-engineering solutions, and it goes back to the start of appointing the right people with the right skills. It also links back to the discussions about what's in the bid and how that translates to the quality of life aspects of the project. They are central to the bid – it was never just an engineering problem."

Lack of salience of 'road safety'

4.3.11 There was a strong perception that public involvement in the project was adversely affected by the limited salience of the road safety topic within the area:

"I think one of the hardest things though is that we've picked out a subject, road safety, which isn't actually high on the agenda of these types of communities. You know, you go to a different part of [...] and it would be probably one of the top things that they'd be looking at but you know, the area that we're looking at, they've probably got half a dozen if not more things that they would rather you solved on the streets first. One key example of that would be that the consultation days that we gave, the highest response and turnout was for [area] which hasn't got as high an accident rate as [area 2] but yet [area 2] was minimal."

Partnership working

4.3.12 Given all of the above difficulties, it is perhaps unsurprising that participants indicated that possibilities for cross-departmental partnerships on topics such as waste management were under-developed:

"You see what I think could have happened was when you come up against some of these problems it will have been the best to take in like waste management and

I'm sure they've got initiatives that they wanted to run down there. They could have linked up to get in, you could have then used them to help and I think it would have worked nicely then because I'm sure waste management, they'll probably feel there is an issue there and how do we get into the community? Here's a project that's trying to work with the community, let's link in with the project. You need their help, because obviously you've identified through it you're engineering and I think that's what should have happened. You could have picked up other areas of the city."

"...it's great that this project is stirring everything to get more money in for the area but it would have been better if there had been a coordinated approach right at the beginning so that actually the match funding came through at the same time as actually we were designing and we were constructing so that actually, the community sees a much more coordinated approach rather than going 'OK, we're going to do a load of work in your area and then in eighteen months time when we get the rest of the match funding possibly through, if we ever get it through, then we'll come back and do more disruption to you'."

4.3.13 However, there are significant structural difficulties involved in developing such partnerships, particularly related to funding arrangements. Opportunities for imaginative improvements to public perceptions of the areas, central to the broader aims of the scheme, were perhaps often missed due to such difficulties:

"But that is the problem of different funding streams. We were working on different financial deadlines. You are relying on two different bodies of the DFT giving you different money and still not being able to coordinate themselves, let alone us coordinate things for them. So I think the problem with parallel running runs right the way to the top, not just down at our level. It would have been almost impossible I think. The people being drunk and rowdy in public places, that definitely links to the problem with the parks and the misuse of areas that are supposed to be for everyone, which basically become drug dealing dens apparently. That comes up still quite a lot in conversations now when people say to me they'd rather not have road humps but have somebody to get rid of the drunks and stuff."

4.4 Summary

4.4.1 Overall, the Streets Ahead on Safety project can be characterised as a very innovative and ambitious project. A lot of good will and work has been put into the implementation of the project.

However, there are indications that there was a mismatch between the wide and holistic objectives of the project (regeneration) and the technical engineering solutions at disposal (road safety). The project consequently suffered in terms of a lack of skills and external expertise in the consultation process which may have contributed to the lack of feedback collected from communities on the level of representativity and inclusion of the process. In addition, the project had to follow the standard political decision process influenced by multiple local agenda which might have reduced the possibility of delivering high levels of participation.

4.4.1 While the project aimed to achieve a real partnership with the residents and communities, overall the level of participation was more of an involvement, with the exception of the Alum Rock scheme.

5. The Partnership process

5.1.1 This section details findings on the attainments of objective 2 within the main evaluation brief - the integration of road safety activity into regeneration and other agendas and building partnerships for delivery. Here we explored the means by which project outcomes were to be delivered ('the logic of the project') and assessed the extent to which the partnership working implied by this logic was present.

5.1.2 We describe partnership activity at three levels: Birmingham City Council (BCC) officers and officials holding responsibilities for areas such as regeneration, planning, and transport policy; neighbourhood managers with a responsibility for oversight of community-level activities within broader strategic partnerships; and individuals with senior project management roles within the project including both engineering and Education and Training [ETP] elements.

5.1.3 Qualitative and quantitative data was collected from respondents during a single contact, which consisted of an initial semi-structured interview (Appendix 1) immediately followed by completion of the Nuffield Partnership Assessment Tool (PAT), a widely-used standardised instrument (Appendix 2) summarising perceptions of partnership working. This gave respondents the opportunity to discuss issues arising with elements of partnership working described in the PAT and wider literature relating to the SAOS project.

5.2 Brief literature review

5.2.1 This summary review introduces structural and organisational sub-factors indicated in the literature which may promote or hinder partnership working (Glasby, 2003; Dickinson, 2006). The literature indicates a wide range of structural and organisational factors known to influence the ability of partners to successfully achieve their objectives. In the following results section, we explore the logic of the SAOS project (how it was intended to work), and consider staff perceptions of the partnership processes associated with delivery.

Structural factors

5.2.2 These factors relate to the national policy context, including legal, administrative and bureaucratic issues.

(a) Targets

5.2.3 The degree to which objectives are set locally rather than imposed nationally is important (Barnes and Sullivan, 2002; Mackian *et al*, 2003). The benefits attributed to partnership working are derived from their voluntary nature—imposition and performance management of partnerships risks the basis of their success. Partnership by diktat is likely to simply result in a veneer of partnership work with little effect on everyday working practices.

(b) Context

5.2.4 Joint-working may be undermined by organisational instability and re-organisation (Powell & Glendinning, 2002; Provan & Milward, 1995), which may engender cynical and dismissive attitudes towards innovation (Walshe, 2003). There is also a danger that partnership working may become an end in itself, rather than the means of delivery (Rummary, 2002).

(c) Procedural requirements

5.2.5 Organisations may have different procedures, standards, measures of effectiveness, and planning cycles (Poxton, 2004). Where such issues remain, attempts to collaborate may become thwarted.

(d) Resources

5.2.6 Hardy (2000) suggests that partnerships work best when partners are accorded equivalent status, irrespective of financial resources. However, where resources are scarce incentives will be generated for partners to engage in 'cost-shunting' and / or hijacking of resources for individual organisational aims.

Organisational factors

5.2.7 These factors relate to specific organisational issues to which the partnership is subject as a result of the specific partner agencies / organisations.

(a) Aims and objectives

5.2.8 The need for explicit, and shared, aims and objectives between partners is almost common-place (Hardy *et al*, 2003; Cameron & Lart, 2003); Powell *et al*, 2001; Grieg & Poxton, 2001; Audit Commission, 1998). Yet, it may be unrealistic for the underlying motivations of all partners to be surfaced (Huxham & Vangen, 2005); agencies may pursue integrated work with multiple goals, and this may not necessarily undermine to capacity of each partner to achieve some of their goals. As long as goals are not conflicting, multiple aims may be accommodated, assuming some degree of common focus (6 *et al*, 2006). Indeed, over-prescription of aims may result in possible synergies being squeezed out (Gilchrist, 2000). In summary, the decision to explicitly identify aims and objectives is likely to be contingent on historical and contextual factors relating to existing relationships between partners.

(b) History and trust

5.2.9 Good histories of partnership working make it more likely that future initiatives will succeed (Powell *et al*, 2001; Hardy *et al*, 2003; Cameron & Lart, 2003; Poxton, 2004), due to the development of trust. Trust is a mechanism for managing risk – it reduces uncertainty, leading to lower transaction costs (Putnam, 2003; Rowlinson, 1997; Hudson *et al*, 1999). Trust may be seen as a form of social capital, in which social actions generate externalities culminating in social norms of reciprocity (Coleman, 2003). The creation and maintenance of trust between partners is thus a key issue in the literature (Audit Commission, 1998; Hardy *et al*, 2003; 6 *et al*, 2006).

(c) Co-terminosity

5.2.10 Shared administrative boundaries make the process of partnership working easier (Hardy *et al*, 2003; Poxton, 2004; 6 *et al*, 2006).

(d) Governance

5.2.11 One of the key benefits attributed to partnership is innovation in order to solve difficult problems – and the danger is that a surplus of scrutiny may dampen innovation. Good partnership governance requires the ability to bring together a diverse range of stakeholders (including the public) and accommodate the concerns of all. Moreover, partnerships need to be clear about how decisions will be taken and how to account for these decisions to the public.

(e) Communication

5.2.12 Communication is a key factor in the smooth running of partnerships – organisations which communicate (formally or informally) on a regular basis have a better chance of breaking down barriers between agencies (Costongs and Springett, 1997).

(f) Co-location

5.2.13 Co-location of personnel is identified as an important factor (Cameron & Lart, 2003; Norman & Peck, 1999), partly due to issues of trust, given the possibility of informal communication. Immediate access to different colleagues can heighten sensitivity to problems beyond an individual's specific remit (Jones, 2004); although co-location does not guarantee that staff will coalesce around common, often externally imposed, goals. It will only be successful with the addition of other mechanisms to encourage organisations to act outside of functional silos.

5.3 Methodology

Sampling

5.3.1 A sample of respondents was selected from four categories of staff at three levels (Box 5.1), in order to explore the perspectives of a range of participants. The sample is thus 'purposive', as selected on the basis of ensuring representation from a specified range of staff. Names and contact details of staff in each category were supplied by both the SAOS project manager and BCC transport policy lead officer. Identified individuals received an initial email contact from the SAOS project manager, introducing the evaluation and providing additional information and contact details for the evaluation team. The evaluation team then made up to three email and telephone invitations to arrange a mutually convenient time for interview. Details of the levels of staff contacted, the number who agreed to be interviewed and number within the sample are detailed in Box 5.1.

Box 5.1: Staff groups sampled for inclusion

1. Birmingham City Council (BCC) officers and officials holding responsibilities for regeneration, planning, transport policy, etc. (3 of 13 agreed to be interviewed)
2. neighbourhood managers with a responsibility for oversight of community-level activities within broader strategic partnerships (2 of 9);
3. Senior SAOS project management roles (4 of 4); and officers responsible for the Education and Training Programme (ETP) element of the project (3 of 3)

Sample n = 29
Interviewed n = 12

5.3.2 Despite being identified from project records, many sampled staff declined to participate – often citing lack of contact with the project. Potential participants were entitled to exercise their right not to take part (under the principle of informed consent); yet, that so many did so is strongly suggestive of under-developed partnership arrangements. Response rates were significantly lower for BCC and neighbourhood staff, suggesting poorly developed partnerships in these areas. This is explored in more detail below.

Data collection

5.3.3 PAT questionnaires and semi-structured individual interviews were undertaken concurrently with the same respondents, so that quantitative summaries could be explored in detail.

(a) Partnership Assessment Tool (PAT)

5.3.4 Based on extensive empirical research (Hudson & Hardy, 2002; Hudson *et al*, 1999), the Nuffield PAT (appendix 2) identifies six generic partnership principles (Box 5.2), which apply to a wide range of organisational levels. Designed for self-completion, the PAT may be used to identify common obstacles to partnership working both within and between organisations (Hardy *et al*, 2003). Scores can be used to explore individual or sectoral concerns, identifying inconsistencies in response due to different experiences / perceptions of the partnership process. While the PAT provides a useful summary, it is generally acknowledged that the strengths and weaknesses identified by such assessment tools are a point of departure. The tools are thus sensitising devices, alerting to potential problems requiring further assessment and discussion.

5.3.5 Scoring followed Nuffield conventions, so that ‘strong agreement’ with a statement was scored ‘four’, and across the spectrum so that ‘strong disagreement’ with a statement was scored ‘one’. Scores were generated for each respondent on each element and composite principle. Space was provided next to each statement to allow respondents to provide clarification or express caveats; and additional space was provided at the end for more general qualitative comments.

Box 5.2: Principles of partnership [Nuffield PAT (Hardy et al, 2000)]

1. Recognise and accept the **NEED** for partnership
2. Develop clarity and realism of **PURPOSE**
3. Ensure **COMMITMENT** and ownership
4. Develop and maintain **TRUST**
5. Create clear and **ROBUST** partnership arrangements
6. **MONITOR**, measure and learn

(b) Individual interviews

5.3.6 Respondents were interviewed using a semi-structured interview schedule (Appendix 1) which outlined areas for discussion indicated in the literature review, together with additional areas such as the project aims and logic (how its aims would be achieved). All interviews were digitally recorded (with the consent of interviewees), and fully transcribed. ‘Framework’ analysis was undertaken, in which all data relating to headings in the interview schedule were compiled and examples drawn to indicate the range of responses associated under the heading.

5.4 Results

Partnership Assessment Tool (PAT)

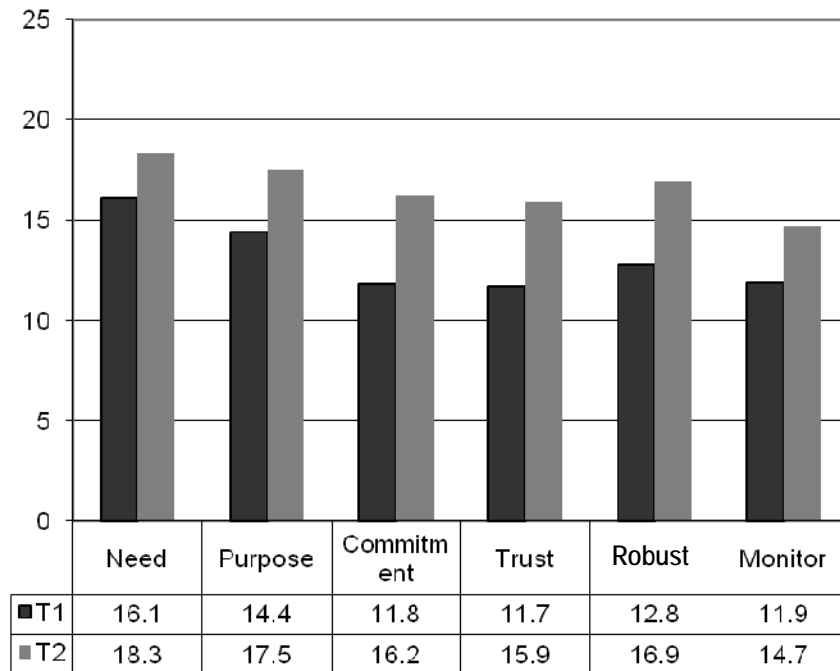
5.4.1 Scores on each of the composite principles (Box 1) followed Nuffield conventions, with each respondent scoring between 1 and 4 for each statement. As there are six statements in each principle (appendix 2), scores for each principle may range from 0-24, with high scores indicative of good partnership working. The distribution of scores may be summarised as:

0 – 6	wide-spread disagreement
7 – 12	disagreement
13 – 18	agreement
19 – 24	wide-spread agreement

Global PAT scores

5.4.2 Aggregated scores (Figure 5.3) indicate that at T1(Pre-intervention, Autumn 2007) only two principles, need and purpose, were scored in the top half of the distribution and indicative of achievement – and neither of these is in the top percentile (19-24). This is disappointing, and is likely to underestimate the degree of disagreement, as the respondents are a subset of those eligible and likely to be more positive than non-respondents. In contrast, at T2 (post intervention, 2009) all global scores show improvement on the T1 baseline and are in the top half of the distribution. This is encouraging, and suggests that over time there were improvements in each dimension of partnership.

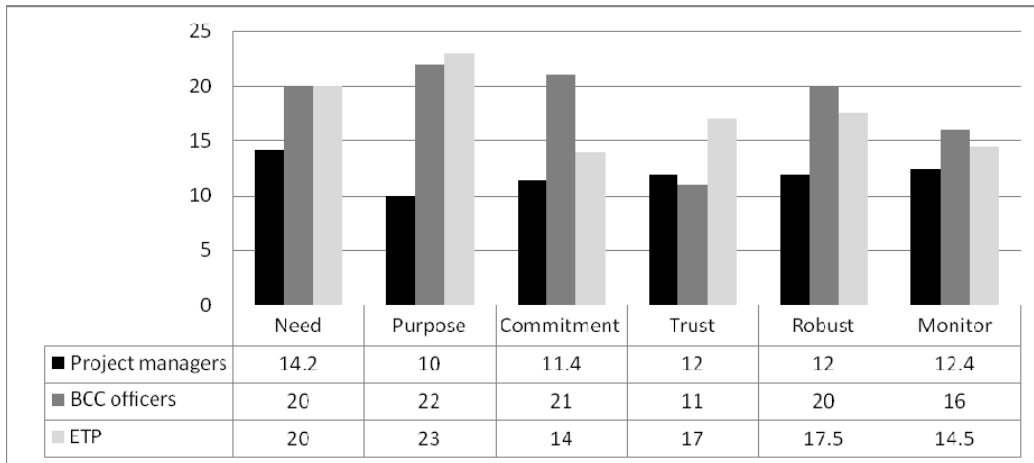
Figure 5.3: Global PAT score by principle (T1 and T2)



PAT scores by respondent staff group

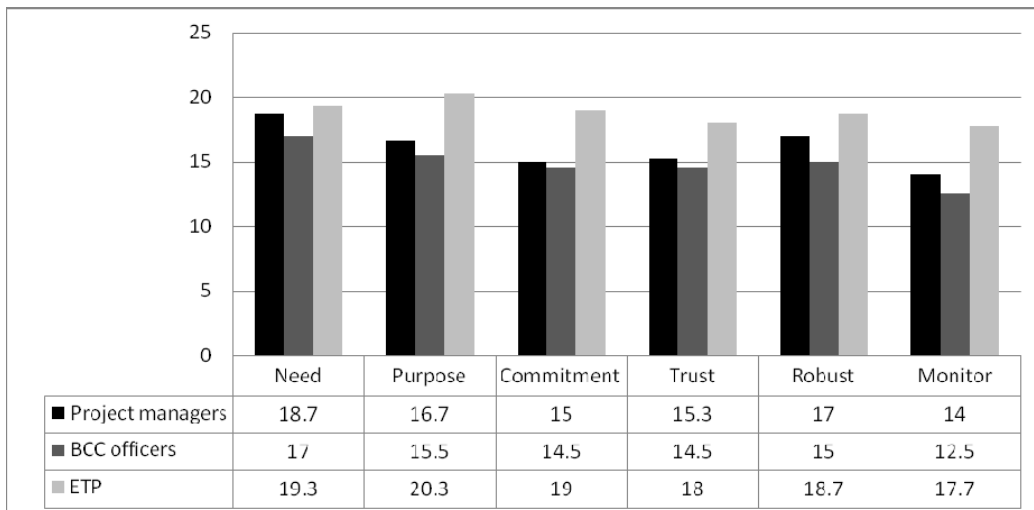
5.4.3 Global scores reported in Figure 5.3 mask a marked gradient of perceived performance between different staff groups. At T1, SAOS project managers indicated lower scores than BCC and ETP officers on all PAT principles (Figure 5.4). Indeed, project managers indicated scores for ‘purpose’ and ‘commitment’ that were in the lower half of the distribution, suggesting considerable perceived difficulties in these domains. Considerable caution should be taken in interpreting scores for BCC officers however; only 3 of 13 sampled responded, and thus data relates to a small sub-set of eligible staff. Importantly, many non-respondents indicated ‘lack of involvement with the project’ as the reason for declining to take part – and thus the results for BCC officers are likely to be over optimistic. The ETP seems to have operated well on its own terms; yet this may not reflect engagement with wider project aims, and is explored below.

Figure 5.4: Mean PAT score by principle and staff group (T1)



5.4.4 At T2, ETP staff continued to rate partnership achievement more highly than other groups, but the differences between groups were much less marked than at T1(Figure 5.5).

Figure 5.5: Mean PAT score by principle and staff group (T2)



5.4.5 Disaggregated comparisons of staff group PAT scores at T1 and T2 (Figures 5.6-5.8) indicate that while project manager scores increased between T1 and T2, BCC officers scores reduced in all domains other than ‘trust’. ETP staff indicated moderate rises in scores on ‘commitment’, ‘trust’, ‘robustness’ and ‘monitoring’. Overall these are positive indicators of increased partnership working over time.

Figure 5.6: Project manager PAT scores (T1 and T2)

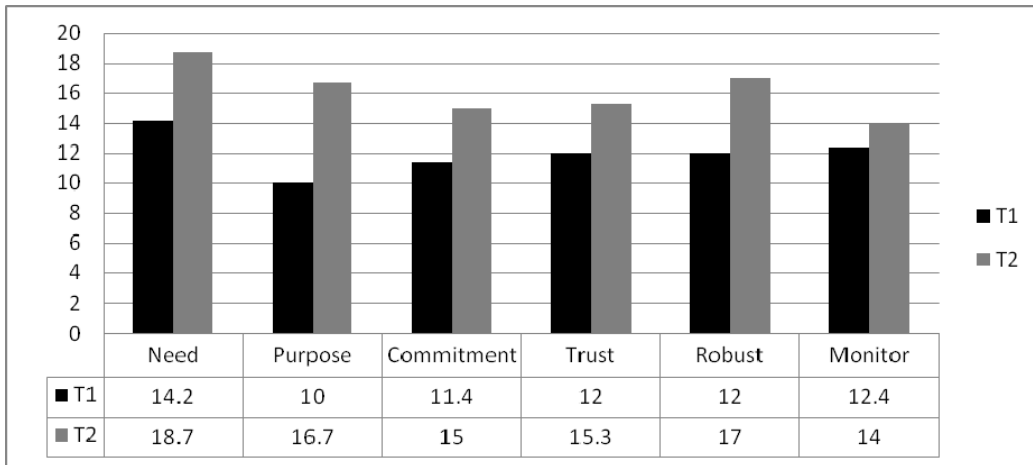


Figure 5.7: BCC officer PAT scores (T1 and T2)

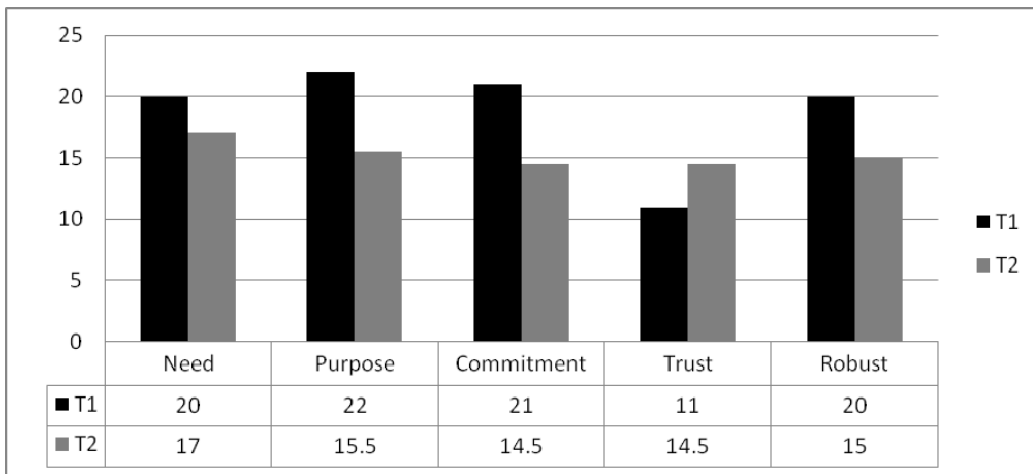
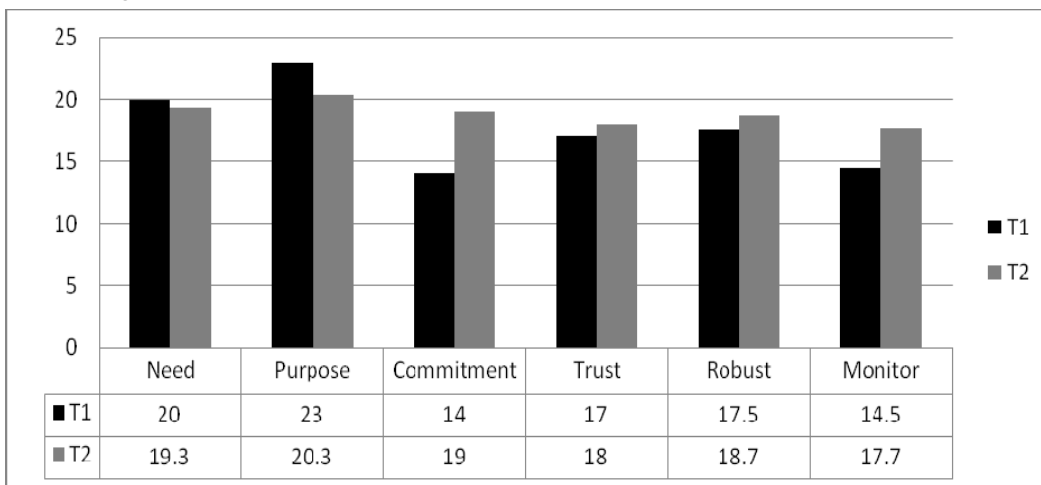


Figure 5.8: ETP PAT scores (T1 and T2)



Individual interviews

5.4.6 Interviews lasted between 60 and 90 minutes, and were recorded and transcribed for analysis using the ‘Framework’ technique. Under the approach, themes from the literature were used to design the interview schedule, and all data relating to each theme was assembled to identify specific sub-themes within the data.

5.5 T1 findings

5.5.1 We initially consider respondents’ understanding of the processes by which the project is intended to deliver its objectives – the logic of the project - and any difficulties in making these processes happen on the ground. Structural and organisational factors relating to the project and known from the literature to influence partnership work are then considered.

(a) Project logic

5.5.2 Understanding of the overall project design are considered first followed understanding of the engineering works and ETP in sequence.

(i) Project logic: overall design

5.5.3 The project aims to improve outcomes associated with road casualties and broader quality of life issues through a combination of engineering works and an Education and Training Project [ETP]. Its principal innovation relates to its bottom-up nature – the engagement of local communities in engineering designs:

“It was a bottom-up design, so the emphasis was going to be on ‘how do we engage with the general public so that they can influence [the] physical designs?’. So it’s an engineering project with the public having more of an involvement” [interviewee 4 CN]

5.5.4 Public engagement was initially planned through steering groups of local officers and representatives from community stakeholder organisations, themselves fed by information from by a series of workshops involving the public. However, the steering groups, planned as decision-making fora, were poorly attended. Many of the workshops failed to engage with local populations, which left the design team with little local information on which to base their designs, and necessitated alternative strategies:

“For some of the projects we didn’t get started at all in terms of engaging the public – the steering groups and workshops should have been in place to get the information for the design team. When [the engineering team] realised that was never going to be the case, a questionnaire and a letter went out to the public, for them to either mark on a plan where their problems, fears or accessibility issues were. We got over 800 responses and if it wasn’t for that we’d be completely stuffed – it would be like a normal scheme where an engineer would look at the accident statistics; the perceived crime and lighting issues and feeling safe , that we wanted to pick out, would’ve been missed.” [Interviewee 4 CN]

5.5.5 Phase two of the consultation, discussion of detailed options in design, stalled due to the length of time required to produce detailed option drawings in the absence of detailed information from local residents:

“Following our first consultation, it took so long to get back out with scheme designs, nearly a year, because of the size of the area and the level of work that the engineers were asked to do in terms of detail on each street ...”

“We had a list of community groups in the area and we spent the summer phoning them all, trying to gain interest – and a lot of them had disbanded, they didn’t exist any more, or they had one or two people.”

“There wasn’t a big turnout [to phase 2 consultations]. You might have a street with 150 houses on it and one person or no people turned up, so you couldn’t really make a judgement on that. In the main the options have been developed from engineering judgement rather than personal preferences – there wasn’t enough opinion provided”

(ii) Project logic: engineering works

5.5.6 Engineering designs incorporate elements from the Kensington High Street concept, in which the environment is made more pedestrian friendly by removing street furniture (signs), guard rails and kerbs, on the assumption that this reduces predictability for drivers – pedestrians may cross at any point, so drivers slow down and take more care and attention. The approach is being tweaked in order to accommodate known difficulties relating to parking:

“If we don’t put up any measures to stop them over-running onto the pavement, they will just drive everywhere – they do it already. So we will have to put up bollards to stop this.”

5.5.7 There are reservations about the approach as it has not been tried in Birmingham before or indeed within the UK anywhere other than affluent areas, and consequently the effects of the changes will be closely monitored over a 12 month pilot. Additionally, it is intended that by additionally making aesthetic changes (flagstones fixed, lighting columns, and benches) people will be more inclined to walk to the shopping facilities, rather than drive.

“The perception is that the car is the dominant thing and pedestrians do not feel safe. They are unsure about the environment because they are not the dominant thing in it and therefore people don’t want to walk around.” [Interviewee 5 EW]

5.5.8 Anticipation of likely political responses shapes the framing of possible options – the link between interventions and their anticipated effects can be lost:

“I think that there will be elements that will be left out that might be key elements purely because we can’t reach agreement with all the stakeholders.”

“What tends to happen is that you end up taking the path of least resistance. You end up with measures that you can get away with doing without too much

controversy, rather than doing the 'right measures', necessarily." [interviewee 6 AC)

"In most cases we've now got a preferred option, albeit one prepared in the knowledge that some of the things that we would want to do wouldn't get approval. Things like junction tables – so from a safety point of view, some of the measures we are proposing aren't the most suitable because they have been designed in the knowledge that they can't be too onerous on car users... So we've gone to speed cushions rather than junction tables - which can be effective, but do not have the accessibility benefits that actually led us to propose changes in the first place. So we are doing something that's not really meeting the main issue we were trying to address. "

"You know, you could take a harsh line and say 'well, that's not our problem, it's the public highway, you don't have a right to park there'; but if we know that the politicians are going to side with the people who want to park then there's no point us pushing it and upsetting people"

"We had the misfortune in coming in directly after a high profile scheme which involved parking restrictions in front of shops. I think that some feared one of the designs would be politically sensitive, so we went back to option C – it is easy to implement, and satisfies the traders – but it's a shame that so much work went into a radical scheme, but the plug was pulled. In terms of what we're left with – I would find it difficult to pick out the bits that fit the brief and how it would impact accessibility."

(iii) Project logic - ETP

5.5.9 ETP work is intended to involve the wider community in a series of educational packages intended to influence driving, cycling and pedestrian behaviour, including the use of seatbelts and child car-seats.

"I don't think that [engineering] can address all of the issues, and I think that long-term we have to look at education to change the way that people think about their car and how they travel about their community. In the short term we can help people from not getting killed. We can't get away from engineering measures in these types of areas entirely. But we need to be doing more education and training." [interviewee 5]

5.5.10 The education events are intended to be primarily workshop-based, drawing on pre-existing community groups. Innovative delivery mechanisms were being explored, including the involvement of community arts groups, with the intent of widening engagement and exploring local issues at a community fair:

"We envisage a series of workshops, one for women held during the day, one for men in the evening, and another for young people. We will talk about the issues that are problems for the area: like not wearing seatbelts, having too many people in a car, speeding, and roadworthiness. It is being delivered by an arts group." [Interviewee 5]

“I have liaised with theatre companies to explore community work packages. Dervish Arts are a local voluntary organisation with a lot of local knowledge. They work with a band which everyone in the area knows – so we aim to run a number of workshops and use the band to attract people.” (Interviewee 1 JC)

5.5.11 For maximum benefit, and especially where there are concerns about current ‘risky’ behaviours, ETPs require specific inputs which address the programme of engineering works:

“If you’re going to put engineering down you need to educate people – the classic case is when they put puffin crossings around the city and half the pedestrians got knocked down because they didn’t know what a puffin crossing was!”

5.5.12 However, at the time of interviewing the detail of the engineering works had yet to be finalised due to protracted consultations, which in turn delayed design of the ETP interventions:

“The engineering work has changed so many times, so many plans have gone round, that I really don’t know [what is happening] at the moment, but once it has gone through we can start working with the schools.” (Interviewee 2 AJ)

“I don’t know much detail about the engineering projects to be honest – I know they intend to do some one-way systems near the school to try and make it safer.” (Interviewee 1 JC)

5.5.13 The potential effect of the delay in finalising plans on the ETP programme is exacerbated by the short-term nature of the secondment to the role of ETP officer – which at the time of the interviews had not been extended beyond the original project deadline.

(b) Structural factors

5.5.14 This section considers the impact of structural factors, including legal, administrative and bureaucratic issues, as identified in the literature on project development

(i) Targets

5.5.15 There are possible tensions between overall project objectives, agreed with DfT, and local priorities. While the project plan intends to improve pedestrian accessibility and improve social capital including engagement, interventions require local implementation and all of the accommodations with stakeholder groups that this implies:

“You’ve got three things – the DfT objectives, council policies and what the local people want. Trying to come up with something that’s going to work is difficult – even coming up with sensible compromises sometimes don’t actually work because you’ve always got somebody with a veto.”

“I think that one of the major stumbling blocks of the project was that it is DfT funded, but it is being delivered locally, and you have got local members wanting certain things doing which do not sit within the remit of the project. As officers or consultants working with officers we have been pulled left, right and centre. DfT

want us to make sure that we are delivering on x, y and z and local members are saying ‘we don’t want that, we want this, and this’... local people basically wanted more parking and the project was not about parking – the DfT wouldn’t let it be spent on parking, the councillors wanted more parking and so we were constantly fighting against this ‘no, it doesn’t fit the remit of the funds, this is a road safety project’”.

5.5.16 Local road safety targets do seem to have influenced partnership working practices – There is a city-wide road safety forum, with police and fire service representatives, closely linked to the ETP initiative. This has been facilitated by joint road safety targets across agencies under the LAA, with the intention of fostering collaborative efforts, which has resulted in joint working between the road safety group and the fire service in delivery of education initiatives.

(ii) Context

5.5.17 Organisational instability is known to undermine partnership arrangements, and multiple changes to project management teams have been experienced as unsettling:

“There was a lot of chopping and changing with people coming in and out – it was a bit confusing, and we all thought ‘my God, who’s the project manager now?’... It must have confused the community as well.”

There has been such a change in terms of project management that it is difficult to know about partnership linkages. There might have been a big partnership meeting and full engagement, but as people have subsequently taken over, there hasn’t really been that again each time – it is just ‘this is it and this is what you have to achieve’”.

5.5.18 Links with the communities served by the project have, on occasion, been adversely affected due to personnel changes:

“I was pretty much working up relationships from scratch with the community when I came into secondment ... I had a meeting with (name) yesterday, and he has given me lots of contacts of neighbourhood officers, ward support officers and neighbourhood managers – I need to chase these up as they have a good local knowledge.”

Neighbourhood management context

5.5.19 BCC’s broader partnership fora have undergone development during the life of the project. Neighbourhood managers act as the focal point innovation and improvement activity within local neighbourhoods and may act as a focus for engagement, facilitated by the wider Local Area Agreement (LAA) structure, in which partners work to common objectives. However, the neighbourhood manager system was relatively new and at the time interviews were conducted had been in place for around 9 months:

“I lead on delivery of the programme within [area name]. It has a number of aims around empowering local residents to get involved in decision-making processes, influencing service delivery to be more responsive to local needs and providing a central contact and co-ordination at neighbourhood level, influencing

things at constituency ward and city level so that services reflect what is required.”

5.5.20 Connections between SAOS and neighbourhood managers were not developed early, partly due to a change in SAOS project management at around the same time and partly because SAOS focus shifted to delivery of engineering at just the point that the neighbourhood managers were identifying crime and social issues, the wider agenda of SAOS, as key issues:

“I think maybe we would have had an earlier connection if there hadn’t been a staff changeover at the point where I was new in post and making contacts, and also bearing in mind that the priorities I had were environmental – community safety, crime reduction – so transportation didn’t figure highly.”

5.5.21 Neighbourhood action plans do have potential to foster partnership work, and SAOS have delivered presentations that may result in joint work, such as on final phase consultations:

“We will be looking at how we can link in together when doing consultations... [partnership work] is likely through the development of the neighbourhood action plan and a clear strategy for the area- these are the priorities and this is how we are going to deliver them through partnerships. That’s the opportunity for us to say ‘right, this is how the neighbourhood plan is and this is how Streets Ahead is going to fit into the neighbourhood plan.”

(iii) Procedural requirements (resources)

5.5.22 Project delays combined with different timescales for DfT and council funding meant that matched funding from council sources had proved difficult to secure:

“With a DfT grant, you have 4 years and you can plan when you’re going to spend it more easily. If you are trying to tap into matched funding, it has to come in at the right time in order to be turned around quickly – it’s one of those 12 month cycles - and that’s why there has been very little match funding on this project. My disappointment has been that the money we’ve got is from DfT – the only matched money we have got is one for car parks on one road. I’ve been to other demonstration projects and at every point, not always a great deal but there was some funding coming in from the council to try and make it a better scheme.”

(c) Organisational factors

5.5.23 This section considers the impact of organisational factors, i.e. specific organisational issues to which the partnership is subject as a result of the specific partner agencies / organisations, as identified in the literature on project development.

(i) Aims & objectives

5.5.24 Respondents identified clear aims and objectives, but these were typically emphasising aspects related to respondent’s broader responsibilities – a particular lens through which global project aims and objectives were refracted:

“Everyone wants to improve safety on the roads, but I think they all want to do it differently.”

“My main job is school travel plans, so we wanted to be involved in the project because it would help the schools... I think we had a clear view of what we were doing: I knew what I wanted in terms of working with the Schools – the road safety that would be complemented by engineering measures – I knew that (names) were concentrating on wider community publicity and I worked closely with the engineers. But I didn’t pay as much attention to the wider project – my focus was on engineering and communication strategies. My own individual objectives related to involving young people in decision-making, and we put a lot of planning into the consultation in schools to this affect.”

“We are trying to reduce accidents and make it easier for people to move around their area, whether by foot or car. It is a combination of these two and the accident / accessibility ratio differs street to street. We are trying to make vehicles use the roads we want them to use and which are more suitable for traffic, rather than residential roads. And we are trying to make it easier for people to walk around their community, so you can pop down the road to get a bottle of milk without using the car.”

“I mean, I don’t even know what’s actually in the bid document, I only know second hand that it’s about things like accessibility, perhaps training and attitudes as well as pure road safety. I think we’re getting better at taking accessibility into account, but we still only look at it from an engineering point of view – ‘can people cross the road to get to the bus stop?’. I’ve not had any direct involvement with the ETP work. I’m not sure there is anybody with an over-arching role looking at all the different elements. [former project manager’s name] may have done, I’m not sure.”

5.5.25 Following the failure of the steering group structure, operational aims and objectives became re-focused around more traditional consultation approaches:

“the project objectives changed from the initial ones of community involvement and steering groups – it became a more traditional project.” [interviewee 7]

(ii) History & trust

5.5.26 Benefits accrued wherever good working relationships had previously been developed between individuals / teams, and especially where high-level targets promoted collaboration:

“The fire service has been great – we already do some work with them delivering (education) packages in schools. They are a great help to us and want to get involved with education initiatives to adults.”

(iii) Governance

5.5.27 Multiple governance structure and relationships have a direct influence on internal project management, public engagement, and wider partnership structures (LAA, Community Safety Partnerships, neighbourhood managers). These are considered in turn.

Project management and communication

5.5.28 Roles and responsibilities for project structures are complex, particularly between the city council and contractor, Atkins.

“The project itself is very innovative in what it is trying to do, and I think it would be easier if we were doing this sort of thing with a management structure that was in place. The problem is we’re innovating in different directions – an innovative way of working on an innovative scheme.”

5.5.29 This had led to difficulties in decision-making, specifically given the wide range of stakeholders:

“[names] have got so many people above them they are not empowered to make decisions on things – but then the people who are more senior don’t have the detailed knowledge of what has gone on to make the decisions, so who decides when you’ve got different options or someone objects to an option?”

“I think I have a clear vision about what I and the team on the ground are trying to achieve, but whether that coincides with what the management want to achieve and even the DfT in terms of the original objectives for the scheme – I am not sure about that.” [interviewee 5] EW

5.5.30 Some respondents perceived the main project steering group as remote, and were unsure how much experience ‘on the ground’ was shared upwards:

“I don’t know much about the main project steering group. I haven’t received any minutes from them and this would be helpful. I also don’t know how much of what I’m doing gets reported back to the steering group.” (Interviewee 1 JC)

5.5.31 Co-ordination between programmes of work has been perceived as weak at times:

“They should have put a certain amount of revenue aside so that a small team could co-ordinate the work on ETP – because I was fortunate to get a secondee and without them we wouldn’t have been able to deliver all this.” (Interviewee 2)

“It needed – and it still needs I think - a really strong, dedicated team. It’s what this kind of project needs, a full-time dedicated team, so that they can’t get distracted by other things – in my opinion.”

5.5.32 Project management has been perceived to be generally lacking, engendering role confusion:

“Atkins seemed to be doing more administrating than leading. There didn’t seem to be (pause); my perception was that they were doing the project management, but the accountability seemed to rest more on the engineers than the project leaders. The engineers were just set out to do the drawing, that was their role; but they seemed to be taking more accountability. For instance – when they weren’t getting information through on the consultation and drawings were being

held up, they were the ones who were getting the heat. Engineers were putting in 60 -70 hour weeks to try and get it done.”

“I think you need stronger leadership of the project; a stronger project leader who knows the issues and can communicate them to people who aren’t aware of exactly what’s needed. I think we’re the blind leading the blind – it needs a strong figurehead who understands engineering but also has the knowledge and dedicated time for the broader issues- it needs political support and people who will give a positive steer - at the moment we seem to be floundering”

Public involvement

5.5.33 Engagement was envisaged via a series of workshops, feeding into high-level community steering groups. As indicated above, these did not function as well as anticipated:

“The steering groups were envisaged to be the main focus of the consultation. The steering groups were originally intended to have the final say on the design. The workshops would feed information into the steering groups and they would decide what would be addressed, and then the engineers would try to deliver what was wanted. That’s how the steering groups would have worked. And you would have had key community stakeholders, emergency services, councillors – and the workshops feeding in would be for anybody. That would ensure ownership of the designs.”

5.5.34 The steering groups were never robust, attendance and continuity proving a real problem:

We couldn’t get the involvement or engagement. You’d have one steering group and you’d have four people turn up. You simply can’t empower four people to make decisions like that.” [Interviewee 4 CN]

5.5.35 The understandable decision to move away from the steering group design had practical political consequences. In the absence of steering groups there was no focal point for lobbying against cabinet decisions on preferred options, which gets to the heart of a bottom-up approach:

“[Project team] went out to the public ‘there are three options, which do you like’ and the answer came back ‘option A’. You take this to cabinet member for approval, he will see it and ‘you’re not having option A, you’re having C’ and now you’ve got to sell this to the public. Ultimately [cabinet member] has responsibility; if he thinks that something’s not appropriate for Birmingham then he’s got the right to say so. But if we had steering groups they’d be lobbying councillors to say ‘we wanted option A’ and these people would have a bit of power behind them - the councillor is after all the servant of the public.”

5.5.36 There was tension between the project logic (community engagement and selection of options) and how decisions are reached on the need for engineering works – the need to show potential reductions in casualties closes the door to changes identified by the community approach that are not backed by casualty statistics. In the absence of

strong steering groups to supply political pressure, it became difficult to make the case for some of the engineering options:

“Normally we will say ‘there is an accident problem here, how can we solve it?’. We go out to the public with designs that will solve the problem and ask them which one they like – this is approved and it is built. This one was ‘what are the problems?’ – it’s difficult to justify when we try and get options approved because there is not necessarily an accident problem – we are looking to spend money but we cannot point to savings in terms of reduced accidents.”

The wider partnerships

5.5.37 The project aims to build partnerships for delivery, which requires its connection to the wider partnership agenda across the City. Yet, often this wider infrastructure is not what informs routine project work:

“[Long pause] To be honest, I haven’t got much knowledge about these wider initiatives – I can’t say a lot on that”. (Interviewee 1 JC)

“You see, each has their own remit. If we are doing something and there is a lot of litter we can approach waste services and they will try and sort something out – we don’t just do it ourselves” (Interviewee 2 AJ).

“I think the ETP project is working with fire and emergency services, but I haven’t any direct involvement with anyone like that” [interviewee 7]

“I did meet with – I think it’s called the Small Health Safety Forum, or something like that – in the Coventry Road area, when we were doing phase 2 consultations, but that took so long to get onto the agenda and you weren’t the main item, so you had maybe half an hour. They commented on our proposals but the general feeling was that they should have been consulted earlier, which they were!”.

5.5.38 Those charged with project delivery expressed frustration at support structures:

“I think that there’s an assumption, even from within BCC and certainly from DfT, that certain mechanisms are in place to help us – ward support officers, district engineers. If you want to meet with councillors you would go through the ward support officer. We went through them and didn’t get any response. You send them things to be involved and you don’t hear from them. We’re talking months and months to get meetings with councillors because the mechanisms aren’t in place. The district engineer situation is in disarray in terms of many vacant positions, one person covering three posts.”

“[it has been] very compartmentalised – the mechanisms that you expect to be in place, like ward support officers and support meetings and them having real powers to make decisions just aren’t in place... If you need to talk to a group of people you need to get to know each one individually. The mechanisms just don’t seem to be in place.” [Interviewee 4 CN]

5.5.39 Some respondents were able to articulate project aims and objectives within the context of broader partnership arenas:

“We are feeding into the LAA and the new Community Plan; I want to ensure that what we do runs in parallel to these developments. The travel plans themselves are tied to targets in the Regional Spatial Strategy and involve partnership work with colleagues in different sections. At a local level we link on the ground - so we do have high-level links, and on a local level this translates into working with local partners, such as working with the waste section if there is a problem with litter.” (interviewee 3 HB)

5.5.40 But this way of thinking did not ‘live’ at an operational level:

“Designers – they are so focussed on their one bit that they don’t actually realise that they are part of a partnership and they don’t have that feeling. I think that’s particularly evident in terms of the engineering side being separate from the ETP and the one side doesn’t know what the other is doing. [junior staff] are so focussed on their actual delivery that they don’t even feel that one is related to the other.”

(iv) Co-location

5.5.41 Lack of co-location between Atkins and BCC managers exacerbated project management difficulties:

“Those based in Lancaster Circus seem to have worked more closely together rather than being led by the project team. If Atkins were also based in Lancaster Circus, we probably would have gone to them at the same time. This was the ‘extra’ project for me, as SAOS was not what I was paid to do. For us it was enjoyable, but we were not so involved in the management structure”

5.6 T2 findings

5.6.1 At T2 we explored respondents’ reflections on themes identified for consideration following T1 data collection and variously related to the education programme; project aims / objectives; engineering options; and impact on accessibility.

a) Education Programme

5.6.2 Schools-based educational interventions were based on the Knowsley model, in which children receive a classroom session and then are taken out to see and use the engineering interventions (crossings etc) – similar to the ‘learning by doing’ approach piloted with adults (below). This includes information on the use of tactile pavement materials such as red for controlled, and sand for uncontrolled, crossings. Drivers ‘misbehaving’ while the children were on-site were used as an educative opportunity:

“You could have all the engineering interventions in the world, but without changes in behaviour, it is not going to change anything. Children see cars ignore the crossings, even when we were out looking at the new crossings wearing high-visibility jackets! This reinforces the message that we have to take

responsibility for our own lives. The children looked shocked and were able to recognise the importance of this – so in a way it helps with their education. We were able to get them to think about what they needed to tell their parents.”

“We can put in crossing points – but it is up to people to use them. So the link between educational and engineering interventions is crucial.”

5.6.3 The project provided the opportunity to engage children and adults from specific geographic communities in educational interventions linked to the traffic schemes. A good example is that of a ‘steward scheme’ involving the local mosque in response to an issue identified on the Green Lane engineering works. While engineering interventions including railings were seen as part of the solution to known traffic difficulties in the area, a risk assessment of parking / driving behaviour identified a particular concern for the safety of large numbers of children leaving the mosque madrasa at 7pm in the evening.

“We developed a ‘steward scheme’ which involved setting up a series of training sessions at the mosque with volunteers. The idea is to empower the community to help with the provision of training and stewards jackets so that they are visible and able to help the children.”

5.6.4 Similarly, the ‘photo-book’ intervention, piloted as part of the educational interventions within the SAOS project, is designed to encourage adults to reconsider their behaviour. Timed to coincide with engineering works within the areas, the intervention consists of a series of images of ‘risky’ road-user behaviour, such as a mother pushing a push-chair out into the road, and stepping out without looking at an uncontrolled crossing. Photo-book is designed to change behaviours and encourage people to use the engineering interventions safely.

“We will use the photo-book as part of the parent training in schools, piloting in one school and then using it in other locations. The police are interested in supporting this approach and we intend to use it widely in other programmes.”

5.6.5 The photo-book approach informed by a ‘learning by doing’ ethos, in which adults are involved through contact with children, working through local issues, in small workshop groups followed by using the engineering interventions (crossings etc). While the approach normally takes place over a series of weeks (4-5), this is a significant investment of time on behalf of parents and so the scheme has designed a short-form programme designed to work where parents may have limited time for involvement.

5.6.6 Not all of the community interventions worked as well as anticipated. A collaboration with ‘Dervish Arts’ to produce a multi-media DVD to support road safety messages did not meet the original brief and required reconsideration. The intention was to use video diaries of those who had been involved in road accidents, to encourage empathy. However, this proved difficult to arrange, and it was felt that the ‘scare tactics’ used to reinforce the importance of safe behaviour were inappropriate.

5.6.7 While the ‘bottom –up’ consultation design was hard to undertake given its ‘newness’ in these areas, it has informed the City Council’s consultation practice.

“We no longer go out with ‘options’ that people chose between; we ask people what they want, say why some things are not possible but here are the options that best meet the needs expressed, is this ok?”

“trade-offs are about what you can justify. When you go back to the community with a final drawing, you need to balance their aspirations against what is practical.”

5.6.8 Some of the engineering links with educational work with children were viewed very positively, and seen as exemplary participative engagement:

“The engineers were fantastic - the way they involved the children. They spoke about the engineering measures and gave the children a ‘pot of money’ and they decided what should be put in. These ideas were part of the data for design possibilities, a series of options that the children then voted on and these were mostly done as voted for.”

5.6.9 However, while links between the engineering team and ETP were praised, the gap in building works mid-project did cause problems with integration of education and building work. Concerns were expressed over the availability of ETP budgets, and the extent to which the planned education interventions were integrated with programme delivery.

b) Project aims / objectives

5.6.10 While ETP aims and objectives remained stable throughout the life of the project, broader scheme objectives, related to building social capital and community development, were not developed as anticipated:

“The ETP aims and objectives around road safety were always clear. We know these communities well and had a good sense of what the issues were likely to be, which allowed us to design a specific programme of work.”

“Our aims and objectives could perhaps have been clearer. The aim to empower residents and the public was clear and I think that if the steering groups had produced the results required then our broader aims would also have been clearer. As it was, the brief itself was quite broad so did not change that much – what did change was the way that we consulted, as the steering groups didn’t work as expected.”

“The ‘wider social determinants’ were not really one of our key objectives. We were mindful of them, but the brief was so broad that it was difficult; almost an afterthought, it wasn’t the biggest driving force. We were conscious of the need to make an improvement, but did not drill down to see exactly how the changes would have an effect.”

“We focused on delivery of traffic calming and the wider elements were not directly incorporated – I’m not sure how you might capture these within a traffic scheme. Over time, there was pressure ‘to be seen to be doing’ something that

was accessible and any beneficial side-effects would be good. We didn't really explore the links between traffic calming and social capital."

5.6.11 Despite a lack of clarity over the mechanisms by which social capital was to be generated by the engineering interventions, it is important not to lose sight of the fact that the designs were intended to increase feelings of pedestrian safety and encourage residents to use local facilities:

"While improvement to social capital is difficult to address in an engineering project, it does make a contribution to the life of the community – and this is important. Quality of life will be enhanced if people are able to feel safe and stay local. Such local communities are very important to the Council, as reflected in its Plan. There are difficulties in attribution though – we cannot be clear the extent to which any improvement is as a result of the interventions we have made."

5.6.12 Similarly, the combination of engineering and educational interventions were intended to encourage behavioural changes by both pedestrians and drivers – and over time these interventions are intended to increase perceptions of safety:

"The money was there to educate in road safety and as far as possible engineer it in. Our reasoning was that if you teach the kids then you get to the adults behaviour in due course. Kids might not be able to influence the use of seatbelts now, but may in due course."

c) Engineering options

5.6.13 Community consultation over engineering interventions inevitably led to differences of opinion between stakeholders over preferred options:

"In the Alum Rock scheme, we took three options to officers, traders and the public. The traders vetoed options 1 & 2 and residents rejected option 3!"

"A lot of the Coventry Road scheme was left out. We wanted to do an innovative streetscape but it was largely vetoed – not much of the design was left. In changing minor details, you can be left with very little of the design."

5.6.14 Political considerations often also resulted in significant tensions between community aspirations and possible options, which were not easy to resolve:

"It is difficult to second-guess what politicians will want; the brief was to give people more say, but those signing it off will have the final say. For example, people gave their views and the consensus was for table junctions as the best engineering solution, but cabinet members vetoed this and we then had to 'sell' the use of cushions to the residents – and that is what went in."

"Political objections meant that we were not able to put in junction-tables when this was the preferred option. It was a political decision rather than an engineering or stakeholder decision – and this veto made partnership working

difficult. At one Ward committee we got a lot of stick for this – “why ask us when we cannot have it”. This makes people reluctant to engage in the future.

“In attempting to change the way that people drive, we could rely on goodwill, or attempt to enforce behaviour through physical traffic-calming measures. If we choose the latter we need to consult with the public and cabinet member, constantly going through processes of justification – convince people and do so within a given time period. For example, we stopped a 1-way scheme due to objections and converted back to 2-way roads. Ward members changed their minds due to local pressure, which then went back to cabinet member to discuss the implications of the changes, and the designs were duly changed. Last minute changes ... but you could argue that while this is a disaster for the rational engineer, it is a success for the public.”

5.6.15 Indeed, such compromises are perhaps inevitable given the deliberative nature of decision-making:

“Engineers need to accept that they cannot impose what they want on communities. It is easy for a local authority to put in a large scheme on major routes; smaller community schemes which directly affect people are harder to do, and we have to accept this.”

5.6.16 Perhaps most importantly of all, deliberative processes require the existence, or active development, of community resources – and in their absence it is difficult to secure the legitimacy of decisions:

“I have learned that it is often assumed that there are bodies there to enable you to do your work – like a town centre manager or trades association to get residents / traders inputs. Successful schemes have these elements. But streets without these active resources make it very difficult to make decisions.”

d) Impact on accessibility

5.6.17 Despite the many changes to the scheme designs in response expressed stakeholder opinions, respondents were optimistic of the possibility of improving pedestrian accessibility within the scheme areas:

“I think that the pockets of engineering work will help the specific areas, but it is the connections between these areas that are not addressed directly. We did try to link places together, looking at ‘pedestrian generators’ (e.g. hospitals, mosques, pubs) and did consider how best to make the streets safer and encourage people to walk.”

“I don’t think it has been compromised totally. For example, on Coventry Road, basic things such as dropped kerbs were put in, so it is better. We also put in bollards to prevent vehicles being parked on footpaths, and improving the quality of surfacing was important – for a very small cost it improves the ‘look’ of the area.

5.6.18 While requiring empirical verification, respondents were optimistic of the likelihood that the initiatives would result in greater perceived pedestrian safety, and that consequently indirect benefits would accrue:

“My hope is that it has, but we need to see the data. If we had wanted to just reduce accidents we could simply have put in speed humps. We wanted to make it safer for people to move around – road safety to allow people to do what they wanted to do but safer. The whole point of promoting local communities is to enable people to move around safely, and all that we do is done to improve this.”

e) Key lessons for accountability

5.6.19 The project was adversely affected by the inability of the steering group design to provide the legitimacy required on decisions over scheme design details. Rather than attempt to engage disparate community leaders, a firmer base for decision-making may be provided by local strategic partnership structures. While these structures were not available at the outset, their subsequent development provides the possibility of a more robust arena for such decisions to be taken:

“Starting it now, I would look to use constituencies and local strategic partnership arrangements to work up the detail of the project. Neither was available when we started, but now there is an existing framework to better develop partnerships. I’m not clear about the level of involvement now with these structures, but we are much better linked to constituencies to identify local issues and their possible alignment with road safety targets.”

5.6.20 Similarly, the existence of pooled budgets between agencies may facilitate a more joined-up and strategic response to circumstances. Somewhat ironically, the present economic climate may make such strategic responses rather more likely than during periods of relative largess:

“Pooling of strategic capital between partners is important for the future. If you bring expertise together, you can bring budgets together – this was not where we started from. As capital expenditure cuts are anticipated for the foreseeable future, opportunities to piggy-back funding and exploit opportunities for joint working will be required – joined up work to deliver more.”

5.7 Summary conclusions

Summary of T1 findings

- Low response rates are most likely indicative of under-developed partnership arrangements;
- Global PAT scores suggest that respondents were dissatisfied with the commitment, monitoring and level of trust between partners. Given the importance of trust in fostering partnership arrangements, this is a concern for the future;
- Project managers indicated lower PAT scores than ETP staff;

- Problems with project logic (and shortfalls in implementation) relate principally to the stalling of the steering groups, intended to inform engineering design;
- The neighbourhood management system may have helped foster community engagement, but unfortunately came too late for the project;
- The engineering elements are informed by the ‘Kensington-High Street’ model, re-imagined for an inner-city environment. However, the link between engineering interventions and their anticipated outcomes has been diluted, as options needed to be framed to accommodate the conflicting demands of stakeholders
- ETP interventions were hampered by delays to the engineering works, and there are concerns that officer time may not be extended in line with the additional time for building works;
- Governance arrangements are complex and multi-level with no clear mechanism for resolving conflicts between national (agreed DfT outcomes) and local priorities, expressed by councillors and residents;
- Fluid project time-lines made it difficult to find matched funding from other departments e.g. regeneration, hampering partnership working;
- Project management systems were complex, matrix-structured and were not dedicated to the single project, and there was a high turnover of staff so that there was very little ‘organisational memory’ for the project. Managers were not co-located;
- Broader partnership fora were remote from officers and typically did not ‘live’ at lower operational levels.

Summary of T2 findings

- Educational programme elements were well received thanks to pragmatic interventions designed to encourage use of engineering interventions with known difficulties e.g. road crossing post-madrassa.
- Broader project objectives related to building social capital were not developed as anticipated; yet, despite a lack of clarity over the mechanisms by which social capital was to be generated by interventions, pedestrians’ perceptions of safety were improved.
- Community consultation over engineering options resulted in tensions between community aspirations and possible options – the deliberative nature of the decisions over options may have resulted in solutions that were not ‘optimal’ from an engineering perspective, but were seen as legitimate by the community.
- While requiring empirical verification, respondents were optimistic of the likelihood of the interventions yielding positive benefits in terms of safety.
- While the steering group design did not function as anticipated, local strategic partnership structures may provide a more robust basis for community engagement.

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Appendices

APPENDIX 1: SEMI-STRUCTURED INTERVIEW SCHEDULE – PARTNERSHIP ASSESSMENT

1. Role on the SAoS project
2. Project management
 - How currently managed (WSP / Atkins / BCC)
 - History of project management
3. Which partner agencies are involved in ‘streets ahead on safety’?
 - Previous history of partnership work
 - Trust?
 - Governance
 - Communication / IT
4. What are the aims and objectives?
 - Synergies
5. What are the partners hoping to achieve (outcomes)?
6. how will the project achieve these outcomes (logic of the project)
7. Links to wider partnership frameworks:
 - Birmingham Community Partnerships
 - Community Safety Partnerships
 - District Community Plan

APPENDIX 2: PARTNERSHIP ASSESSMENT TOOL

ASSESSING STRATEGIC PARTNERSHIP

THE PARTNERSHIP ASSESSMENT TOOL

1. INTRODUCTION

Working with others in partnership to deliver both individual and jointly agreed outcomes is now a core requirement in delivering effective public services. Whilst partners may spend significant amounts of time developing their business plans, agreeing and reviewing objectives, they often spend little or no time assessing the effectiveness of the partnership process they have entered into to deliver those objectives.

Partnership working is frequently both complex, time-consuming and difficult. Sometimes the difficulties will reflect little more than the 'discomfort' inherent in most partnerships and, once identified, can readily be ameliorated, solved or simply accepted and managed. Occasionally the difficulties - which may be associated with only one partner - will be so serious as to disable the partnership and require its re-constitution. Whatever the perceived strengths or weaknesses of partnership working, it makes sense to ensure that the resources that have been committed to it are being used effectively.

The purpose of this tool is to provide a simple, quick and cost-effective way of assessing the effectiveness of partnership working. It enables a rapid appraisal (a quick 'health check') which graphically identifies problem areas. This allows partners to focus remedial action and resources commensurate with the seriousness and urgency of the problems. Using the Tool thus avoids exhaustive, lengthy and costly investigations of partnership working in general. And for those just setting up partnerships the Tool provides a checklist of what to ensure and what to avoid.

It has been designed explicitly as a developmental tool rather than as a means for centrally assessing local partnership performance.

2. HOW CAN THE ASSESSMENT TOOL HELP YOU?

It does provide material to conduct an assessment of the current effectiveness of your partnership working.

It does, with repeated use, allow you to chart changes in partnership working over time.

It does, when used at different organisational levels, highlight a range, and possible diversity, of perspectives.

It will not on its own tell you how all the problems associated with partnership working should be addressed.

It does, however, provide a common framework (and vocabulary) for partners to develop a jointly owned approach to tackling some of the barriers to effective partnership working.

The tool provides a practical way of:

- Helping newly formed partnerships to explore the views or aspirations of those embarking on a new venture. It provides a **developmental framework** for

establishing a healthy and effective partnership by, amongst other things, highlighting what to avoid.

- Helping established partnerships take stock on a routine basis of how effective their process of partnership working is: i.e. it provides an opportunity for **routine audit or 'health check'**.
- Helping partnerships which are experiencing difficulties to identify systematically areas of conflict (and consensus) and to move towards a remedial action plan. In such instances the value of the tool is **diagnostic**.

The tool can be used to assess partnership working at different levels; e.g. with those at the highest level (elected member or board level), at senior/middle management level and amongst front-line staff (those who need to make the partnership work in practice).

Repeating the exercise at different levels within the partnership provides the opportunity to compare and contrast views and to target remedial action where it is most needed. Also, repeating the exercise over time allows partnerships to chart their progress in addressing problems and achieving their goals.

The principles upon which the Tool is based are generic: it is, therefore, applicable in a wide range of contexts, not only between authorities but within them.

3. WHAT IS THE ASSESSMENT TOOL?

The Strategic Partnering Taskforce at the Office of the Deputy Prime Minister commissioned the Nuffield Institute for Health to develop this Assessment Tool. It draws heavily upon an extensive programme of research carried out by the Institute and also upon work undertaken with the former NHS Executive - (Trent Region) which resulted in the production of a Partnership Assessment Tool (PAT)^{1 2}. This has been used successfully in the field of health and social care partnerships. This current assessment tool has been revised and adapted in the context of Strategic Partnering arrangements for public/public, public/private, public/voluntary and public/private/voluntary partnerships.

The Assessment Tool is based on six Partnership Principles which our research and fieldwork has shown form the building blocks for successful partnership. The purpose of the tool is to ascertain from partners how far they feel that these building blocks are in place. The assessment exercise is based on individual partners identifying and sharing their views of the partnership. It therefore highlights areas of conflict and consensus to be explored, but it also allows partners to discuss the meaning and relative importance of their responses.

The results of the assessment exercise can be produced graphically with accompanying text and offer a common language for partners to discuss both the opportunities for developing more effective working and the perceived barriers to this happening.

¹ Hudson, B., Hardy, B., Henwood, M. and Wistow G. (1999) In Pursuit of Inter-Agency Collaboration in The Public Sector: What is the contribution of theory and research? *Public Management* 1(2) 235-260.

² Hardy, B., Hudson, B. and Waddington E. (2000) *What makes a Good Partnership? A Partnership Assessment Tool*. Leeds: Nuffield Institute for Health.

4. USING THE TOOL

1st Stage

It is important at the start of the process that partners agree the reasons for using the tool. Is the process to be mainly developmental, more of a routine audit or part of a more extensive remedial programme? Experience in using the original Partnership Assessment Tool has shown that opening up this initial debate is often an important step in individual partners becoming more honest in their views about the workings of the partnership.

2nd Stage

Partners will need to become familiar with the material. Experience suggests that independent, although not necessarily external, facilitation is helpful in managing the process and encouraging openness in partners. Similarly, it has proved useful to bring partners together to discuss the material and to complete the assessment exercise. Partners can read the material and carry out the exercise individually if they prefer or if it is difficult to bring partners together. In completing the assessment exercise each partner will complete the six rapid assessment profile sheets, indicating their responses to a set of statements grouped under each of the six partnership principles. It is important that these responses bear in mind what lies behind the statements. An explanation of each of the latter is set out on the facing page for each principle.

3rd Stage

The next step in the process is the analysis of these responses (see 'scoring system') and the generation of a partnership profile.

4th Stage

The results of the analysis can then be shared and discussed with partners in a workshop. This gives partners the chance to look in more detail at their assessments and their particular judgements about individual statements. At this stage action planning can be undertaken to identify and agree any remedial action.

Stage 1 : Preparation

- Agree the purpose of the Assessment Exercise
- Negotiate individual contributions
- Decide how the exercise will be facilitated
- Decide how it will be actioned.



Stage 2 : Undertaking the Assessment

- Circulate briefing material
- Arrange meeting to:
 - ❖ familiarise partners with material
 - ❖ get partners to complete rapid partnership appraisal sheets



Stage 3 : Analysis and Feedback

- Analyse individual responses
- Arrange feedback meeting to:
 - ❖ share, discuss and interpret findings
 - ❖ agree next steps



Stage 4: Action Planning for Alternative Findings

a.	b.	c.
Assessment suggests partnership working well. Partners need to consider how often to build in a regular review.	Assessment suggests partnership is working well in some parts but there are concern about others. Partners need to decide how to address these areas of concern	Assessment highlights significant areas of concern which require urgent attention and a detailed plan of action.

STAGE 1: PREPARATION

For this Tool to work properly there needs to be clear agreement amongst the partners about the purpose of using the Tool to assess partnership working. The purpose may be to undertake a series of regular 'health checks' as part of a wider programme of service monitoring and review. It may be seen as freestanding or as one of several component parts of a broad framework of performance assessment. It may be intended to explore and expose problems or to confirm apparent success. It may be a prospective exercise undertaken by partners just embarking on partnership or a retrospective exercise by partners renewing or revising partnership arrangements.

Whatever the purpose, it is important that all partners have the chance to discuss the reasons for using the tool and what is expected/hoped/intended to achieve, and what will be done following analysis of the findings in terms of feedback and action planning.

As well as discussing and agreeing purposes, it is an important part of the preparation to agree individual partners' contributions to the assessment process - whether setting-up and hosting, facilitating, analysing findings or action planning.

Facilitation of the process is important at two stages in particular:

- in introducing partners to the wider partnership context and the assessment process; and in helping them become familiar with the Tool.
- in analysis of findings across the partners, examination of issues arising and action planning.

Often this facilitation will be conducted internally. Sometimes, and especially where it is expected to be difficult or sensitive, it may be better conducted externally. Another important preliminary step is to be clear about - and to communicate - what will conclude the process in terms of feedback and action planning. Those participating need to be assured not only that taking the trouble to undertake the assessment is worthwhile but that they can be, and should be, frank and honest in their responses.

Finally, it is a vital part of the preparation that those involved are well acquainted with the wider policy and organisational context within which their partnership operates. It is here that a tailored context section may need to be written. The specific partnership context written here is that of Strategic Service - Delivery Partnerships: see Annexe.

Stage 1 : Preparation

- Agree the purpose of the Assessment Exercise
- Negotiate individual contributions
- Decide how the exercise will be facilitated
- Decide how it will be actioned.



Stage 2 : Undertaking the Assessment

- Circulate briefing material
- Arrange meeting to:
 - ❖ familiarise partners with material
 - ❖ get partners to complete rapid partnership appraisal sheets



Stage 3 : Analysis and Feedback

- Analyse individual responses
- Arrange feedback meeting to:
 - ❖ share, discuss and interpret findings
 - ❖ agree next steps



Stage 4: Action Planning for Alternative Findings

a.	b.	c.
Assessment suggests partnership working well. Partners need to consider how often to build in a regular review.	Assessment suggests partnership is working well in some parts but there are concern about others. Partners need to decide how to address these areas of concern	Assessment highlights significant areas of concern which require urgent attention and a detailed plan of action.

STAGE 2: UNDERTAKING THE PARTNERSHIP ASSESSMENT

In the following pages individuals are asked to consider a series of statements about the Partnership - as a whole - which is the subject of this assessment. Indicate the extent to which you agree or disagree with each of these statements by ticking the appropriate boxes.

The left-hand pages give brief explanations of what lies behind each of the Partnership Principles and Elements and the related statements.

After you have addressed the statements for each of the six Principles, score your responses as follows:

Strongly agree	:	4
Agree	:	3
Disagree	:	2
Strongly disagree	:	1

You may wish to add additional comments or observations in the final column.

The following is an illustration of this scoring, using as an example possible responses to Principle 1.

RAPID PARTNERSHIP PROFILE

To what extent do you agree with each of the following six statements in respect of the Partnership which is the subject of this assessment exercise as a whole?	strongly agree	agree	isagree	strongly disagree	Comments
<ul style="list-style-type: none"> There have been substantial past achievements within the partnership. 	4				
<ul style="list-style-type: none"> The factors associated with successful working are known and understood. 			4		
<ul style="list-style-type: none"> The principal barriers to successful partnership working are known and understood. 		4			
<ul style="list-style-type: none"> The extent to which partners engage in partnership working voluntarily or under pressure/mandation is recognised and understood. 		4			
<ul style="list-style-type: none"> There is a clear understanding of partners' interdependence in achieving some of their goals. 		4			
<ul style="list-style-type: none"> There is mutual understanding of those areas of activity where partners can achieve some goals by working independently of each other. 				4	
Scores	4	9	2	1	Total: 16:

PRINCIPLE 1 - RECOGNISE AND ACCEPT THE NEED FOR PARTNERSHIP.

This principle is concerned with two main factors: the extent to which there is a *partnership history* and the extent to which there is a *recognition of the need to work in partnership*. These factors are obviously related in that a strong local history of partnership working should reflect an understanding of the need to work in this manner, whilst a weak history of partnership working may reflect an insufficient appreciation of the extent to which agencies depend upon one another to achieve organisational goals. Without such an appreciation, genuine partnership working will be very unlikely to develop.

Element A: Identify principal partnership achievements.

The extent to which local agencies have a prior record of successful partnership working is crucial in determining the scale and pace of their future achievements – in short, ‘success breeds success’. This does not mean that areas with a limited history of working together cannot reach the levels attained by more mature partnership networks, but to begin to do so there needs to be a mutual awareness of what *has* been achieved jointly. Those areas with more substantial joint achievements will also need to be confident that these have been of demonstrable benefit and worthy of further development. What you would therefore be considering here is a clear and agreed account of what has *already* been achieved through partnership working. This may cover both formal arrangements, probably at a strategic level, or less formal arrangements, often at operational level.

Element B: Identify the factors associated with successful partnership working.

Much of this assessment tool is asking you to identify in detail the factors associated with partnership working. Here we want you to reflect upon the reasons *why* the principal partnership achievements which you have just identified have been possible. In part you may wish to identify factors *external* to the locality, such as the requirements of central government or regional bodies. However, it is also likely that you will identify some specific *local* conditions or individuals. You may be returning to examine the importance of some of these factors later but here you should consider whether what you regard as the most significant *general* factors associated with your previous partnership achievements are known and understood.

Element C: Identify the principal barriers to partnership working.

Partnership working is rarely straightforward. Sometimes the barriers to working effectively together turn out to be too formidable, and even where some measure of success *is* achieved, some barriers to partnership are more difficult to overcome than others. To move forward in a more sustainable relationship it is important to be clear about the nature and extent of any such barriers so that steps might be taken to minimise their influence. As with the principal factors associated with success, these barriers might be both external to the locality or internal to it. Several types of barrier can be distinguished: structural, procedural, financial, professional, cultural and matters of status and legitimacy. Other parts of the framework will return to some of these in more depth, but for now you should simply consider whether the main types of barrier are known and understood.

Element D: Acknowledge whether the policy context creates voluntary, coerced or mandatory partnership working.

It is important that partners understand the policy context within which partnership working is taking place or proposed. There needs to be a clear recognition of the pressure upon individual partners. In particular, partners must acknowledge that whereas some will enter the partnership entirely voluntarily others may be coerced or even required to do so. It is vital to the success of partnership working that such degrees of pressure – whether local or national - are mutually recognised and understood.

Element E: Acknowledge the extent of partners' interdependence to achieve some of their goals.

Potential partners need to have an appreciation of their interdependence, without which collaborative problem-solving makes no sense. If there is objectively *no* such interdependence then there is no need to work together. If there *is* some interdependence, but this is insufficiently acknowledged or inadequately understood, then further understanding needs to be acquired before any further partnership development can take place.

Element F: Acknowledge areas in which you are not dependent upon others to achieve your goals.

Not all of an organisation's activities require a contribution from a partner in order to be undertaken effectively. Organisations will normally have some ‘core business’ which they would expect to undertake with little or no reference to other partners. They would also expect others to acknowledge their legitimacy to operate in a certain field of activity and to define appropriate practice within this field. Without such an understanding there is a danger of partners overstepping the limits of agreed areas of partnership working.

PRINCIPLE 1

Recognise and Accept the Need for Partnership

Elements of the principle

- A. Identify principal partnership achievements.
- B. Identify the factors associated with successful partnership working.
- C. Identify the principal barriers to partnership working.
- D. Acknowledge whether the policy context creates voluntary, coerced or mandatory partnership working
- E. Acknowledge the extent of partners' interdependence to achieve some of their goals.
- F. Acknowledge areas in which you are not dependent upon others to achieve your goals.

Rapid Partnership Profile

To what extent do you agree with each of the following six statements in respect of the Partnership which is the subject of this assessment exercise as a whole?	strongly agree	agree	isagree	strongly disagree	Comments
<ul style="list-style-type: none"> • There have been substantial past achievements within the partnership. 					
<ul style="list-style-type: none"> • The factors associated with successful working are known and understood. 					
<ul style="list-style-type: none"> • The principal barriers to successful partnership working are known and understood. 					
<ul style="list-style-type: none"> • The extent to which partners engage in partnership working voluntarily or under pressure/mandation is recognised and understood. 					
<ul style="list-style-type: none"> • There is a clear understanding of partners' interdependence in achieving some of their goals. 					
<ul style="list-style-type: none"> • There is mutual understanding of those areas of activity where partners can achieve some goals by working independently of each other. 					
Scores					Total:

PRINCIPLE 2 – DEVELOP CLARITY AND REALISM OF PURPOSE.

This stage of the assessment assumes that there is a consensus amongst partners on the desirability and importance of joint working. This second principle is concerned with two broad initial areas of ‘scoping’. First considering whether the partners have sufficient common ground to work together, both in terms of a broad set of shared understandings as well as more specific aims and objectives. Second, ensuring that the aims and objectives of the partnership are realistic.

Element A: Ensure that the partnership is built on shared vision, shared values and agreed service principles.

Most approaches to partnership working take it for granted that an explicit statement of shared vision based upon jointly held values is a prerequisite to success. There may be some scope for deciding whether these conditions need to be in place at the outset of a partnership, or if they can be developed and refined as work proceeds. It has been normal practice for several years to identify the values and principles upon which service developments are based. Even though these are often couched at a very general level, they give some initial indication of the extent to which separate agencies have sufficient in common to sustain a long-term relationship. Values and principles may not need to be too explicit – they can express direction without necessarily declaring the intent to follow it. Indeed, it may be that for a starting point, a broad vision may be more likely to generate movement than a detailed blueprint. Where there are clear differences of perspective, these will need to be resolved if further partnership development is to flourish.

Element B: Define clear joint aims and objectives.

Once there is sufficient consensus over values and principles, parties need to define more specific aims and objectives. Although some ambiguity may initially help to generate commitment where clarity may be too threatening, these aims need to be clear enough for all of the partners to be confident of their meaning – goals which lack such clarity will diminish enthusiasm and commitment. Working together on this task should serve several purposes: provide a focus around which agencies can cohere; help to clarify boundaries and commitments; define more clearly the scale and scope of joint work; and provide a framework for the regulation of joint arrangements.

Element C: Ensure joint aims and objectives are realistic.

Aims and objectives which are not realistically capable of attainment will soon diminish enthusiasm for partnership. The notion of collaborative capacity is relevant here, and refers to the level and degree of activity a partnership arrangement is able to sustain without any partner losing commitment. This is related not only to the tangible resources (such as funding) which are central to collaboration, but also to such less tangible resources as status or autonomy. Demands can both exceed and fall short of thresholds of capacity. An underestimate can mean that a committed collaborative effort is confined to marginal tasks, while an overestimate can lead to unrealistic expectations of what can be achieved and within what timescale.

Element D: Ensure that the partnership has defined clear service outcomes.

In service delivery partnerships, aims and objectives traditionally have been expressed in terms of service inputs or outputs. It is important that such aims and objectives are also expressed as outcomes for service recipients. There needs to be a clear indication of how it is intended that partnership working will lead to these improved outcomes.

Element E: Partners’ reasons for engaging in the partnership are understood and accepted.

It is vital to the success of partnership working that, amongst the partners, there is an understanding and acceptance of why each partner is engaged in the partnership. This may be blunt self-interest or narrow organisational pressure. It may, on the other hand, be an acknowledgement of a shared interest and collective purpose. Whatever the reason, partnership working can flounder if based on partner motivations and purposes that are misunderstood.

Element F: Focus partnership effort on areas of likely success.

Partnership is likely to be particularly fragile in the early stages, if only because it may imply a threat to existing boundaries and practices. It may therefore be necessary for partnership ventures to be alert to threats to their progress, and to acknowledge that change will not be accomplished quickly or simply. In the face of this long-term task, it is useful to look for ‘quick wins’ and ‘small wins’. However, it is also important to relate any such ‘small wins’ to ‘big wins’. A big win is a major gain that may reflect the scale of the task or the scope of planning activity but may also be one accomplished in the face of substantial opposition. A small win, on the other hand, rarely involves substantial risk, but can be informed by a sense of strategic direction which can add up to a big win over time through a series of ‘small wins’. This is the notion of ‘think big and act small’.

PRINCIPLE 2 Develop Clarity and Realism of Purpose

Elements of the principle

- A. Ensure that the partnership is built on shared vision, shared values and agreed service principles.
- B. Define clear joint aims and objectives.
- C. Ensure joint aims and objectives are realistic.
- D. Ensure that the partnership has defined clear service outcomes.
- E. Partners' reasons for engaging in the partnership are understood and accepted.
- F. Focus partnership effort on areas of likely success.

Rapid Partnership Profile

To what extent do you agree with each of the following six statements in respect of the Partnership which is the subject of this assessment exercise as a whole?	strongly agree	agree	isagree	strongly disagree	Comments
<ul style="list-style-type: none"> • Our partnership has a clear vision, shared values and agreed service principles. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • We have clearly defined joint aims and objectives. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • These joint aims and objectives are realistic. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • The partnership has defined clear service outcomes. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • The reason why each partner is engaged in the partnership is understood and accepted. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • We have identified where early partnership success is most likely. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Scores	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Total:

PRINCIPLE 3 – ENSURE COMMITMENT AND OWNERSHIP

Partnership working cannot be guaranteed to be characterised by either spontaneous growth or self-perpetuation, therefore the understandings and agreements developed through the first two principles will need to be supported and reinforced. This Principle is concerned with the ways in which this can be done. It is concerned with ensuring that across the partners there is a widespread commitment to, and ownership of, partnership working; and, especially, a sufficiently senior commitment.

Element A: Ensure appropriate seniority of commitment.

Organisational commitment to partnership working is more likely to be sustained where there is individual commitment to the venture from the most senior levels of the respective organisations. Without this, it is possible that the efforts of partnership enthusiasts holding middle and lower level positions will become marginalised and perceived as unrelated to the 'real' core business of each separate agency. Ideally, this senior inter-agency commitment will reflect, or develop into, personal connections between key decision-makers, therefore helping to cement a culture of trust.

Element B: Secure widespread ownership within and outside partner organisations.

The above emphasis on the need for seniority of commitment does not imply that wider ownership is any less significant. A well developed strategy on partnership will count for little unless links are made between macro and micro levels of activity. In particular, operational staff often possess the capacity to 'make or break' shared arrangements in that they have considerable contact with outside bodies and often enjoy discretionary powers and considerable day-to-day autonomy from their managers. Inter-professional work implies a willingness to share, and even give up, exclusive claims to specialised knowledge and authority, and integrate procedures.

Element C: Ensure sufficient consistency of commitment.

Commitment, at whatever level in the organisation, needs to be consistent. This is part of the process of building up sustainable relationships which will have an enduring presence. Where there is an inconsistent attitude towards partnership working such as taking unilateral action to change, or withdraw from, joint agreements, the [short-term and longer-term] consequences could be considerable. In the short term the specific partnership venture will clearly be at risk, but more significantly there will be a longer-term view that partnership working must be of marginal concern if it appears to attract only limited or sporadic commitment.

Element D: Recognise and encourage individuals with networking skills.

There is widespread evidence of the importance to collaborative working of individuals who are skilled at mapping and developing interpersonal policy networks across agencies. The characteristics which best underpin the skills and legitimacy of such 'networkers' include both technical or competency-based factors, as well as social and inter-personal skills. Apart from an essential aptitude for working across organisational, professional and service boundaries, such characteristics include: a perception by others as having sufficient legitimacy to assume the role; being perceived as unbiased and able to manage multiple points of view; a sense of the critical issues and first steps which need to be taken; and political skills which encourage others to take risks.

Element E: Ensure that partnership working is not dependent for success solely upon these individuals.

Problems can arise if partnership working becomes too reliant on the networking skills of such individuals. These problems become most apparent when these individuals leave. Accordingly, it is important that ways are found not only to sustain the partnership-wide relationships developed by these individuals but to develop their cross-boundary working so that it becomes increasingly established organisational behaviour.

Element F: Reward partnership working and discourage and deal with those not working in partnership.

Not all organisations willingly engage in partnership working on a voluntary basis – it has few or no qualities of spontaneous growth. In such situations it may be necessary to devise ways of encouraging reluctant agencies into a partnership, either through the use of sanctions or rewards. Both organisations and individuals need to see that there are incentives for partnership working and disincentives for not working collaboratively.

PRINCIPLE 3 Ensure Commitment and Ownership

Elements of the principle

- A. Ensure appropriate seniority of commitment.
- B. Secure widespread ownership within and outside partner organisations.
- C. Ensure sufficient consistency of commitment.
- D. Recognise and encourage individuals with networking skills.
- E. Ensure that partnership working is not dependent for success solely upon these individuals.
- F. Reward partnership working and discourage and deal with those not working in partnership.

Rapid Partnership Profile

To what extent do you agree with each of the following six statements in respect of the Partnership which is the subject of this assessment exercise as a whole?	strongly agree	agree	isagree	strongly disagree	Comments
<ul style="list-style-type: none"> • There is a clear commitment to partnership working from the most senior levels of each partnership organisation. 					
<ul style="list-style-type: none"> • There is widespread ownership of the partnership across and within all partners. 					
<ul style="list-style-type: none"> • Commitment to partnership working is sufficiently robust to withstand most threats to its working. 					
<ul style="list-style-type: none"> • The partnership recognises and encourages networking skills. 					
<ul style="list-style-type: none"> • The partnership is not dependent for its success solely upon these individuals. 					
<ul style="list-style-type: none"> • Not working in partnership is discouraged and dealt with. 					
Scores					Total:

PRINCIPLE 4 – DEVELOP AND MAINTAIN TRUST

This is simultaneously the most self-evident and most elusive of the principles which underpin successful partnership working. Although joint working is possible with little trust amongst those involved, the development and maintenance of trust is the basis for the closest, most enduring and most successful partnerships. At whatever level – organisational, professional, individual – the more trust there is the better will be the chances for healthy partnership. Needless to say, the history of joint working in many areas is characterised by territorial disputes about roles and remits or claims to exclusive professional competence or defensiveness about resources which preclude the development of trust. What each of these six elements spell out is the need to develop an openness in the pursuit of broad, collective interests which foster mutual trust. Trust is, of course, hard won and easily lost.

Element A: Ensure each partner's contribution is equally recognised and valued.

The evidence is that partnerships work best where each partner's contribution is recognised and valued in the way the partnership is structured, irrespective of some having more of some resources than others. The resources which each brings are different and not always readily quantifiable. Voluntary organisations, for example, may bring information (about service need or successful service provision), experience and expertise, or legitimacy, by representing particular groups. Ensuring equal treatment means ensuring, for example, that in its governance arrangements the partnership avoids having 'senior' and 'junior' partners or 'core groups'. If excluded partners feel marginalised from the partnership's core business, suspicion, erosion of trust and lessening of commitment will result.

Element B: Ensure fairness in the conduct of the partnership.

Fairness in the way partnership work is conducted means creating the opportunity for each party to contribute as much as they wish and in a manner which is appropriate. It means avoiding one or two partners always setting the agenda or defining the language for partnership working; or hosting and chairing meetings at times and places of their convenience; or dictating agendas, priorities, timescale etc. Clearly some of this is inevitable where individual partners have particular legal responsibilities or a preponderance of particular resources. However, this should not preclude fairness to all partners irrespective of size.

Element C: Ensure fairness in distribution of partnership benefits.

Although each partner to the partnership 'signs up' to collective aims and objectives they may also aim to secure some benefits of their own. The latter should be transparent (see Principle 2 above), as should the benefits that accrue to individual partners from their collective efforts. Fairness means some sharing of such benefits: those accruing to one partner should neither be disproportionate nor unduly at the expense of another. However, partnerships cannot be uniformly about 'win-win' solutions for all. On the contrary, the health of any partnership can be measured in terms of the 'sacrifice' which one partner is prepared to make for the collective good, i.e. the willingness to subsume self-interest to general interest. The mutual acknowledgement and acceptance of such 'altruism' helps to build trust and cement partnership.

Element D: Ensure the partnership is able to sustain a sufficient level of trust to survive external problems which create mistrust elsewhere.

However enthusiastic and committed the partners there will be occasions when the commitment is threatened by problems 'outside' the partnership, i.e. not directly associated with the business of the partnership, but nevertheless affect individual partner's contribution to it - maybe they cannot invest the same amount of staff time. Simple rules again apply, i.e. openness and honesty: 'We are still as committed as ever to the goals, aims and objectives of the partnership but we will have, temporarily, to re-direct/re-invest our time, effort and resources to dealing with our current "local" difficulty.'

Element E: Trust built up within partnerships needs to be high enough to encourage significant risk-taking.

One of the truest measures of successful partnership working is that there is sufficient trust amongst the partners for them – and for the partnership as a whole – to take significant risks in pursuit of shared aims and objectives. Such risks most visibly would be in political or financial terms – with one partner, for example, being willing to risk some immediate individual 'loss' for the sake of some longer-term collective gain – but also in particular service developments.

Element F: Ensure that the right people are in the right place at the right time.

Although an apparent platitude, this is one of the consistent messages from studies of partnership working. Equally, the obverse is to be avoided: having the wrong people in the wrong place at the wrong time. This element applies at all levels within any organisation. It is as much a commonplace that particular individuals can prevent or hinder partnership development as that they can be important sources of success. There is evidence both of the destructive capacity of the wrong people (i.e. those committed to the pursuit of organisational or professional self-interest) being in the wrong place and the importance to joint working of partnership 'champions' working in the collective interest. Having the right people involved in this way is a matter of careful selection, the exercise of peer pressure and strong performance management. It is also, of course, partly a question of luck.

PRINCIPLE 4 Develop and Maintain Trust

Elements of the principle

- A. Ensure each partner's contribution is equally recognised and valued.
- B. Ensure fairness in the conduct of the partnership.
- C. Ensure fairness in distribution of partnership benefits.
- D. Ensure the partnership is able to sustain a sufficient level of trust to survive external problems which create mistrust elsewhere.
- E. Trust built up within partnerships needs to be high enough to encourage significant risk taking.
- F. Ensure that the right people are in the right place at the right time.

Rapid Partnership Profile

To what extent do you agree with each of the following six statements in respect of the Partnership which is the subject of this assessment exercise as a whole?	strongly agree	agree	isagree	strongly disagree	Comments
<ul style="list-style-type: none"> • The way the partnership is structured recognises and values each partner's contribution. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • The way the partnership's work is conducted appropriately recognises each partner's contribution. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • Benefits derived from the partnership are fairly distributed among all partners. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • There is sufficient trust within the partnership to survive any mistrust that arises elsewhere. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • Levels of trust within the partnership are high enough to encourage significant risk-taking. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • The partnership has succeeded in having the right people in the right place at the right time to promote partnership working. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Scores	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Total:

PRINCIPLE 5: CREATE CLEAR AND ROBUST PARTNERSHIP ARRANGEMENTS

This principle refers to the need to ensure that partnership working is not hindered by cumbersome, elaborate and time-consuming working arrangements. The evidence is that unduly complex structures and processes reflect partners' defensiveness about their own interests and uncertainty about degrees of mutual trust. The result of such excess bureaucracy is frustration amongst the partners and a sapping of their enthusiasm for, and commitment to, the partnership. This is doubly the case where – as has often been the case – partnership working is seen as peripheral rather than core business.

Partnership working arrangements thus should be as lean as possible, with generally time-limited and task-oriented joint structures. The two other essential requirements are: (a) a prime focus on processes and outcomes rather than structures and inputs; and (b) clarity about partners' areas of responsibility and lines of accountability.

Element A: Transparency in the financial resources each partner brings to the partnership.

Partnerships often founder because partners labour under some misapprehension about what financial resources – both capital and revenue – other partners bring to the table. This needs to be spelt out for a number of reasons. First, there may be uncertainty about how much is devoted by each partner to a specific field of activity. Second, there may be limitations imposed upon partners by their 'parent' organisations as to the use of resources. Finally, there needs to be an understanding of the stability associated with each other's resources, and an appreciation that partnership may have to cope with reductions in previously agreed resource levels. In some respects this mirrors the principles of clarity of purpose and expectation: not just what people or organisations expect to get from the partnership, but also what they are financially able to contribute to it.

Element B: Awareness and appreciation of the non-financial resources each partner brings to the partnership.

Resources should be seen as comprising not just finance, but also a host of other potential partnership assets. Some of these will be tangible, such as human resources, facilities and services such as IT. Others are less tangible, and may comprise knowledge, experience, power and legitimacy. Community groups, for example, may have few tangible resources, but their involvement can confer a local legitimacy which could otherwise be lacking. Appreciation, not just awareness, of each partner's contribution to a partnership is an important element in continued commitment and the willingness to invest resources and take risks.

Element C: Distinguish single from collective responsibilities and ensure they are clear and understood.

Significant difficulties can arise when partnerships begin to implement jointly agreed plans if there is insufficient clarity about the respective responsibilities of individual partners. Each partner needs to be clear about - and accept – such divisions of responsibility, whether for areas of funding, staffing or service delivery. Without clear delineations of responsibility there is potential for confusion and mistrust. Partnership members need to be able, on the one hand, to show other partners that they are doing their fair share; and, on the other hand, they need to be able to show those within their parent organisation that they haven't given away too much or 'sold out' and 'gone native'.

Element D: Ensure clear lines of accountability for partnership performance.

Clarity about lines of accountability is a dual-faceted requirement. First, those involved need to know how they – and each other – are accountable for partnership work, both to their own organisation and to the partnership as a whole. Second, it is vital that there is clear accountability for the performance of the partnership as a whole – across all partners.

Element E: Develop operational partnership arrangements which are simple, time-limited and task-oriented.

Unduly complex or restrictive partnership working arrangements often reflect low levels of trust between partners and caution about 'giving too much away'. Instead arrangements should reflect both urgency and a sharp focus; otherwise there is, all too easily, a sense of drift which saps partners' enthusiasm and commitment.

Such concentration of effort is a maxim that can be applied to single agency working, but is more important in the case of partnership working because: (a) the scope for lack of focus is inherently greater when several partners are involved; and (b) partnership working often exists on the edge of individuals' day-to-day working within their parent organisation.

Element F: Ensure the prime focus is on process, outcomes and innovation.

Closely related to the need for structures to be time-limited and task-oriented is the need for the prime focus of partnership working to be processes and outcomes rather than structure and inputs. The importance of this management principle is magnified in the case of partnership working where initial energy can all too easily be diverted into creating structural arrangements which reflect relative resource strength or perceived status.

PRINCIPLE 5 Create Clear and Robust Partnership Arrangements

Elements of the principle

- A. Transparency in the financial resources each partner brings to the partnership.
- B. Awareness and appreciation of the non-financial resources each partner brings to the partnership.
- C. Distinguish single from collective responsibilities and ensure they are clear and understood.
- D. Ensure clear lines of accountability for partnership performance.
- E. Develop operational partnership arrangements which are simple, time-limited and task-oriented.
- F. Ensure the prime focus is on process, outcomes and innovation.

Rapid Partnership Profile

To what extent do you agree with each of the following six statements in respect of the Partnership which is the subject of this assessment exercise as a whole?	strongly agree	agree	isagree	strongly disagree	Comments
<ul style="list-style-type: none"> • It is clear what financial resources each partner brings to the partnership. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • The resources, other than finance, each partner brings to the partnership are understood and appreciated. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • Each partner's areas of responsibility are clear and understood. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • There are clear lines of accountability for the performance of the partnership as a whole. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • Operational partnership arrangements are simple, time-limited and task-oriented. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<ul style="list-style-type: none"> • The partnership's principal focus is on process, outcomes and innovation. 	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Scores	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Total:

PRINCIPLE 6: MONITOR, MEASURE AND LEARN

This principle refers to the reflective component of partnership working. Such a review function is, of course, an integral part of any single agency planning and management process. It is even more important, however, in partnership working where there may be doubts about levels of commitment or about the costs and benefits to individual partners. The latter is especially the case if the partnership is seen by some as non-core business. Monitoring, measuring and learning is, therefore, an essential part not just of assessing performance but, in so doing, of cementing commitment and trust.

Element A: Agree a range of success criteria.

Success criteria need to be agreed – and made explicit – both for the service aims and objectives and for the partnership itself. As indicated above, service aims and objectives may be successfully achieved but perhaps ultimately at the cost of a fractured partnership. Conversely it may be commonly agreed that whereas the service aims and objectives have not been achieved, nevertheless there have been significant benefits in terms of joint working between the partners; for example, an improved understanding of individual agency resource constraints, improved knowledge of constitutional/legal obstacles, improved levels of trust.

Element B: Develop arrangements for monitoring and reviewing how well the partnership's service aims and objectives are being met.

There is often scepticism, amongst partnership members and parent organisations, about the extent to which the benefits of collaborative working exceed the costs to individual partners. It is important, therefore, to monitor the extent to which collectively agreed aims and objectives are being met – and, where necessary, to revise those aims. It is not just a straightforward closing of the management and planning cycle, it is an important element of continuous feedback and, thereby, of organisational learning.

Element C: Develop arrangements for monitoring and reviewing how effectively the partnership itself is working.

This monitoring and review function is different in its focus. Here the aim is to examine not whether the service aims and objectives of the partnership are being achieved but how well the partnership itself is working. Indeed, this is precisely the function of the Partnership Assessment Tool. Even if the jointly agreed service aims and objectives are being successfully met it will be important to reflect on how far this is due to a healthy and smoothly functioning partnership or whether by contrast they are being achieved only at some cost to individual partnership members – which in the longer term may be undue and unsustainable. Elaborate review machinery is not required, but it will be insufficient for partnership members simply to think that such a review can be conducted entirely informally and without all members being involved. The consequences of the latter are likely to be divisiveness and mistrust.

Element D: Ensure widespread dissemination of monitoring and review findings amongst partners.

The evidence is that partnership schemes have often existed on the periphery of organisations – as atypical initiatives at their respective boundaries. One result is that the lessons learnt from such joint working – whether of success or failure – are seldom systematically fed back to the organisational heartland. The messages are not disseminated amongst other services or across other functions and geographical areas. Without such evaluation taking place these same lessons are seldom used to inform other partnership working elsewhere.

Element E: Celebrate and publicise partnership success and root out continuing barriers.

This is closely allied to the previous element and underlines the need for some of the traditional scepticism about joint working – or doubts about the chance of success, other than at undue cost – to be countered. In some sense publicising local success removes the 'fig-leaf' from those who would argue that partnership working is inherently problematic and often impossible. It is a way of demonstrating that the barriers can be overcome. It is also a way of demonstrating what is needed to root out the continuing barriers and to underline that the lessons are frequently generalisable – i.e. the lessons spelt out elsewhere in this Assessment Tool.

Element F: Reconsider/revise partnership aims, objectives and arrangements.

Although described here as the logical 'last step' in this audit/assessment cycle, this element could equally be seen as its starting point. Reconsideration need not lead to revision or refinement of aims, objectives or arrangements but it provides the opportunity for recognising, for example, previous over-ambition or lack of ambition, lack of commitment or structures and process which marginalise rather than involve partners appropriately.

PRINCIPLE 6

Monitor, Measure and Learn

Elements of the principle

- A. Agree a range of success criteria.
- B. Develop arrangements for monitoring and reviewing how well the partnership's service aims and objectives are being met.
- C. Develop arrangements for monitoring and reviewing how effectively the partnership itself is working.
- D. Ensure widespread dissemination of monitoring and review findings amongst partners.
- E. Celebrate and publicise partnership success and root out continuing barriers.
- F. Reconsider/revise partnership aims, objectives and arrangements.

Rapid Partnership Profile

To what extent do you agree with each of the following six statements in respect of the Partnership which is the subject of this assessment exercise as a whole?	strongly agree	agree	isagree	strongly disagree	Comments
<ul style="list-style-type: none"> • The partnership has clear success criteria in terms of both service goals and the partnership itself. 					
<ul style="list-style-type: none"> • The partnership has clear arrangements effectively to monitor and review how successfully its service aims and objectives are being met. 					
<ul style="list-style-type: none"> • There are clear arrangements effectively to monitor and review how the partnership itself is working. 					
<ul style="list-style-type: none"> • There are clear arrangements to ensure that monitoring and review findings are, or will be, widely shared and disseminated amongst the partners. 					
<ul style="list-style-type: none"> • Partnership successes are well communicated outside of the partnership. 					
<ul style="list-style-type: none"> • There are clear arrangements to ensure that partnership aims, objectives and working arrangements are reconsidered and, where necessary, revised in the light of monitoring and review findings. 					
Scores					Total:

COMPLETING THE ASSESSMENT

Having addressed and scored each of the six statements for each of the six Principles there are now two other important issues to consider:

1. How you would weight the six Principles in terms of their current significance for your partnership – given its nature and stage of development.
2. How well you think the partnership is doing in achieving its aims and objectives.

1. The Relative Significance of the 6 Principles

It is clear that many, or even most, people completing this assessment will want to say that one or other of the six Principles is more significant – and maybe much more significant – than others given:

- the nature of the Partnership
- the stage of development of the Partnership
- your place within the Partnership

Let us take, as an example, a Public/Private partnership which is reasonably mature and well-developed. Someone completing this assessment who has been involved in drawing up and implementing a formal, legally binding partnership contract might think Principle 1 has little significance – acceptance of the need for Partnership being self-evident. However, there might not be the same recognition or acceptance at other levels within the partner organisations. Also, it may be worth occasionally checking whether the recognition and acceptance assumed to be reflected in the contract still exists among those responsible for its inception.

Another example would be a proposed or newly formed Partnership in which partners might argue that Principles 1 and 2 especially were much more significant than Principle 6.

Whatever your view please record below what you think is the significance of each of the six Partnership Principles *currently*.

Please put a circle around the point you think most appropriate for each Principle:

MORE SIGNIFICANT

LESS SIGNIFICANT

PRINCIPLE 1.					
PRINCIPLE 2.					
PRINCIPLE 3.					
PRINCIPLE 4.					
PRINCIPLE 5.					
PRINCIPLE 6.					

2. Current Partnership Success

To what extent do you agree with the following statement in respect of the Partnership, as a whole, which is the subject of this assessment?

- The partnership is achieving its aims and objectives**

Strongly agree
Agree
isagree
Strongly disagree

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Please add below any comments on the performance of the Partnership.

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Stage 1 : Preparation

- Agree the purpose of the Assessment Exercise
- Negotiate individual contributions
- Decide how the exercise will be facilitated
- Decide how it will be actioned.



Stage 2 : Undertaking the Assessment

- Circulate briefing material
- Arrange meeting to:
 - ❖ familiarise partners with material
 - ❖ get partners to complete rapid partnership appraisal sheets



Stage 3 : Analysis and Feedback

- Analyse individual responses
- Arrange feedback meeting to:
 - ❖ share, discuss and interpret findings
 - ❖ agree next steps



Stage 4: Action Planning for Alternative Findings

a.	b.	c.
Assessment suggests partnership working well. Partners need to consider how often to build in a regular review.	Assessment suggests partnership is working well in some parts but there are concern about others. Partners need to decide how to address these areas of concern	Assessment highlights significant areas of concern which require urgent attention and a detailed plan of action.

STAGE 3: ANALYSIS OF FINDINGS AND FEEDBACK

Each partner will have completed a scoring sheet for each of the 6 Principles. For each of the principles, partners will have indicated their level of agreement/disagreement with the 6 statements related to the individual principles. The individual scores for each principle should then be totalled to give an aggregate score (within the range 144-36) for each partner. The scores should be transferred to the 'dartboard' graphic below by shading the appropriate segment for each of the six Principles.

1. Understanding the results: in outline

In simple terms you can interpret the results as follows:

PRINCIPLE 1: RECOGNISE AND ACCEPT THE NEED FOR PARTNERSHIP

- 19-24: Very high recognition and acceptance of the need for partnership
- 13-18: The need for partnership is recognised and accepted
- 7-12: Recognition and acceptance of the need for partnership is limited
- 6: Recognition and acceptance of the need for partnership is minimal

PRINCIPLE 2: DEVELOP CLARITY AND REALISM OF PURPOSE

- 19-24: The purpose of the partnership is very clear and realistic
- 13-18: There is some degree of purpose and reality to the partnership
- 7-12: Only limited clarity and realism of purpose exists
- 6: The partnership lacks any clarity or sense of purpose

PRINCIPLE 3: ENSURE COMMITMENT AND OWNERSHIP

- 19-24: The partnership is characterised by strong commitment and wide ownership
- 13-18: There is some degree of commitment to, and ownership of, the partnership
- 7-12: Only limited partnership commitment and ownership can be identified
- 6: There is little or no commitment to, or ownership of, the partnership

PRINCIPLE 4: DEVELOP AND MAINTAIN TRUST

- 19-24: There is well developed trust among partners
- 13-18: There is some degree of trust amongst partners
- 7-12: Trust amongst partners is poorly developed
- 6: There is little or no trust among partners

PRINCIPLE 5: CREATE CLEAR AND ROBUST PARTNERSHIP WORKING ARRANGEMENTS

- 19-24: Partnership working arrangements are very clear and robust
- 13-18: Partnership working arrangements are reasonably clear and robust
- 7-12: Partnership working arrangements are insufficiently clear and robust
- 6: Partnership working arrangements are poor.

PRINCIPLE 6: MONITOR, MEASURE AND LEARN

- 19-24: The partnership monitors, measures and learns from its performance very well
- 13-18: The partnership monitors, measures and learns from its performance reasonably well
- 7-12: The partnership monitors, measures and learns from its performance poorly in some respects
- 6: The partnership monitors, measures and learns from its performance poorly in most respects or not at all

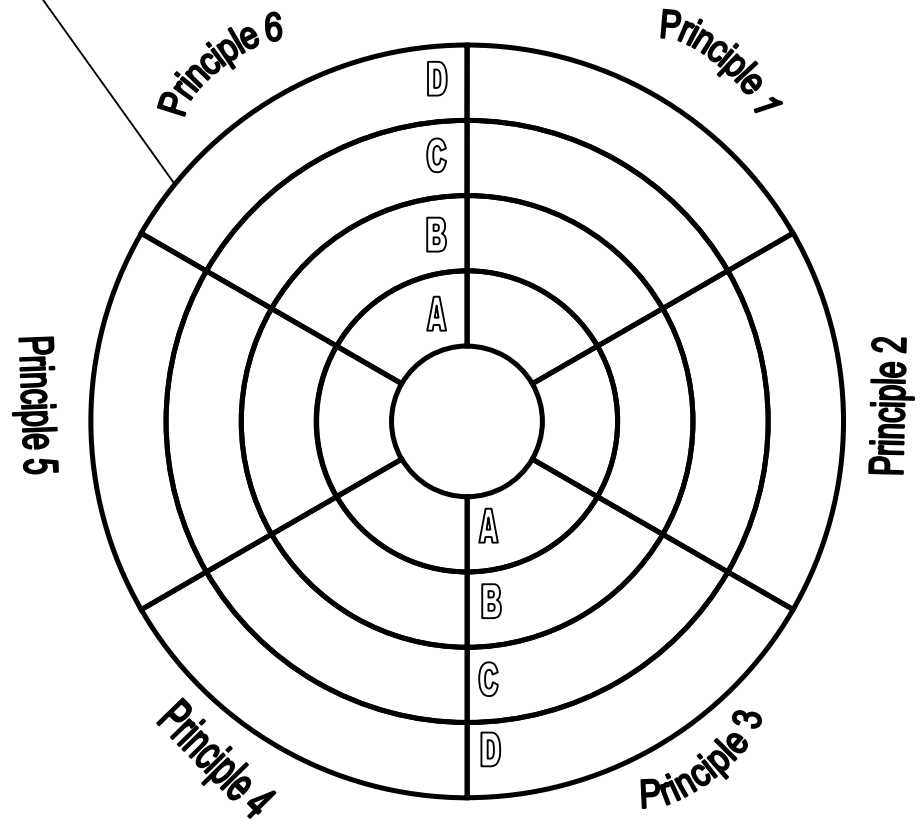
AGGREGATE SCORES

- 109–144 The partnership is working well enough in all or most respects to make the need for further detailed work unnecessary.
- 73–108 The partnership is working well enough overall but some aspects may need further exploration and attention.
- 37–72 The partnership may be working well in some respects but these are outweighed by areas of concern sufficient to require remedial action.
- 36 The partnership is working badly enough in all respects for further detailed remedial work to be essential.

RAPID PARTNERSHIP PROFILES SCORES

Put total score for each principle in appropriate segment below and shade in that segment

A	19-24
B	13-18
C	7-12
D	6



AGGREGATE PROFILE SCORE =
(Total of all six principles)

Date:.....

2. Understanding the results: detailed analysis and feedback

Partners need to share their individual assessments, examining areas of common or differing views about partnership strengths and weaknesses. What becomes readily, and graphically, apparent is where there is broad agreement or disagreement across partners. The depth to which the responses need to be explored – and the way in which they are explored – depends largely upon the degree of consensus, the nature of the findings, and the significance attached to the findings by partners. Thus, if all partners are agreed that the partnership is reasonably healthy across all six Principles, including those generally agreed to be the most significant, there is little need of action planning beyond agreeing when and how to conduct the next 'health check'.

If, however, some partners have assessed the partnership as 'unhealthy' in some respects – and especially if this is in areas generally agreed to be significant – this will require further detailed examination. Depending upon the sensitivity of the issues and the size of the partnerships this examination is often best done in a facilitated feedback workshop. In some cases – for example, over differences of view about the degree of trust and mistrust – it may be necessary to conduct interviews separately with individual partners. It is in the detailed feedback and analysis sessions that partners can look behind their bald scoring and explore comments about individual elements and the weighting of principles.

The essence of this feedback and analysis is to better understand partnership strengths and weaknesses and, if necessary, plan remedial action. What this Tool does is to reveal simply, graphically and quickly areas upon which to concentrate. It allows a focus of effort and resources.

Stage 1 : Preparation

- Agree the purpose of the Assessment Exercise
- Negotiate individual contributions
- Decide how the exercise will be facilitated
- Decide how it will be actioned.



Stage 2 : Undertaking the Assessment

- Circulate briefing material
- Arrange meeting to:
 - ❖ familiarise partners with material
 - ❖ get partners to complete rapid partnership appraisal sheets



Stage 3 : Analysis and Feedback

- Analyse individual responses
- Arrange feedback meeting to:
 - ❖ share, discuss and interpret findings
 - ❖ agree next steps



Stage 4: Action Planning for Alternative Findings

a.	b.	c.
Assessment suggests partnership working well. Partners need to consider how often to build in a regular review.	Assessment suggests partnership is working well in some parts but there are concern about others. Partners need to decide how to address these areas of concern	Assessment highlights significant areas of concern which require urgent attention and a detailed plan of action.

STAGE 4: ACTION PLANNING

The principal aim of this Tool is to enable generic assessment of partnership working. It cannot offer detailed prescriptions for addressing the problems identified in any particular partnership. How partnership weaknesses or problems are tackled – or how strengths are reinforced and replicated – must depend upon local circumstances and is likely to require specialist organisational development expertise.

What is clear generally, however, is that whatever the findings, the assessment process must be seen to conclude with a plan for action. If we take the three broad alternative scenarios outlined in our earlier diagram we can see what this might comprise.

Taking the first case (4a) if the findings show a broad consensus about the general strength and 'health' of partnership working, the action planning may need to consist of little more than agreeing how and when to undertake the next assessment. This could be a repeat exercise with the same individuals. It could entail assessments at different levels in the partner organisations. There might also be an agreement that no further formal assessment takes place unless there are important changes within the partnership or in the partnership context. Whatever the apparent success of current partnership working, it will be worthwhile acknowledging that even the healthiest should have regular health checks.

In the case of the second broad scenario (4b) where some problems or weaknesses are identified, the action planning will focus on these areas. Where there is little sensitivity about the issues raised – whether individual or organisational – more detailed analysis of what underlies the assessment findings may well be conducted internally and informally. Where there is greater sensitivity external facilitation may be preferable. Below we outline how this has worked in one illustrative case.

An existing mental health partnership commissioned an externally facilitated assessment of their partnership working at a time when they were about to create a more integrated structure. The partnership comprised: social services, other local authority departments and acute health care, primary care, the voluntary sector and independent sector providers. In order to develop a comprehensive assessment, it was decided that the assessment tool would be used with staff at different levels within these organisations: board level, senior operational managers and front line staff. The last mentioned were brought together in their locality working teams in order that intra-organisational and intra-professional issues could be explored and highlighted.

The assessment exercise took place at a time of significant change: staff from one organisation were to be managed by another of the partners; and services in the acute sector were being reprovided in the community.

At the conclusion of the exercise feedback workshops were held with each of the partnership groups to analyse individual responses. For the front line staff the workshop focussed on changes to working practices and agreeing opportunities for more inter-professional and intra-professional working. The meetings also agreed a list of issues that needed to be addressed at a senior level within the partner organisations. Feedback work with the more senior partners resulted in action planning to address these issues, which, in some cases, was about giving them 'permission' to develop their own solutions. Action plans were developed for the newly created joint operational group and external organisational development support was commissioned to support the process. At board level it became apparent that the organisational changes had resulted in an overemphasis on structures and process with a resulting lack of clarity about what outcomes the new partnership wished to achieve. A facilitated time out was identified to address this problem.

Feedback on the overall process identified that the assessment exercise had provided:

- structured information about people's perceptions throughout the partnership;
- opportunities to compare and contrast the views of different partners which provided an opportunity to plan remedial action;
- a process which in itself opened up a debate that introduced more openness and transparency about partners' views on partnership working.

In the case of the third scenario (4c) action planning will need to embrace extensive and possibly urgent remedial action. This may involve a thorough re-examination of the partnership from aims and objectives through structures and processes to working practices. Indeed, if the problems are serious enough it may require that the partnership be dissolved and re-formed.

Once again, the benefits of using this assessment tool ought to be a clear indication of the nature and scale of problems, of where action is needed most and where it is required most urgently. And although it is a primarily diagnostic tool, the partnership Principles and their constituent elements provide a general prescriptive account of how partnership working can be strengthened. It is for those involved in particular partnerships to apply these general principles to their local circumstances.

ANNEX E

SETTING THE PARTNERSHIP CONTEXT: STRATEGIC PARTNERING

INTRODUCTION: THE QUEST FOR PARTNERSHIP

Partnerships are a key feature of New Labour policy. Both Labour governments since 1997 have produced a stream of legislation, policy guidance and moral exhortation, sometimes backed by ring-fenced funding, to develop partnerships. Much of the early attention was upon the NHS-local government relationship and, for the most part, upon public-public partnerships. Alongside this, there has been a plethora of new area-based initiatives, complementing or superseding previous economic regeneration strategies. These new programmes include Sure Start, Action Zones for Employment, Education and Health, New Deal for Communities, Neighbourhood Renewal, Community Safety and other smaller initiatives. All of this has shifted the nature and scale of partnership working, with greater use of public-voluntary, and public-private partnerships. It is within this evolving partnership context that the Strategic Partnering (Taskforce) initiative can be located.

THE ORIGIN AND NATURE OF STRATEGIC PARTNERING

In part, Strategic Partnering is a *response* to changing conditions, as well as an initiator of them. Over the last few years there has been an increase in the number of local authorities entering into long-term contracts with private companies to provide a broad range of services; some of these have been on a scale previously not known in the local government sector. Many of these relationships were already being described as 'strategic partnerships', and the ODPM uses the term 'Strategic Service-Delivery Partnership' (SSP) to encapsulate such developments. This should not be confused with the Local Strategic Partnerships which are now being developed across all localities in England. The Strategic Service-Delivery Partnership initiative seeks to structure, nurture and support these developments

It is envisaged that strategic partnering will provide access to new skills, resources and ways of working, and will promote innovation in the pursuit of difficult and long-term goals. The partnership dimension is central to all of this, and is the principal purpose for which this tool has been developed. At its most general, 'partnership' has been defined as 'a way of working with others designed to maximise the benefits of co-operation'³. There are three distinctive partnership issues with which SSPs need to engage:

The Partnership Range

While early SSPs utilised public-private partnerships to provide corporate and back-office functions, the approach is now viewed as also viable for public-public and public-voluntary working, as well as for all service areas and all sizes of authorities. Potentially, nothing is precluded from coming under the SSP umbrella. All possible combinations of public, private and voluntary endeavour are included, and these may combine in a variety of different partnership models.

The Partnership Nature

Many previous partnerships have been concerned with short-term and piecemeal change - indeed this has, arguably, been the dominant approach. By focusing upon small-scale initiatives which lend themselves to a joint approach, the likelihood of a 'quick win' is

³ Department of Transport, Local Government and the Regions (2001), *Supporting Strategic Service-Delivery Partnerships in Local Government. Invitation to join the pathfinder programme.*

maximised, but this may be at the expense of ignoring the broader picture of fragmentation. Where authorities need to take a more corporate view of their long-term objectives, an alternative focus upon strategic partnering is required.

In such relationships:

- the joint task will be broadly rather than narrowly specified;
- performance will be defined more in terms of key deliverables and user satisfaction than in the detailed routines and schedules associated with traditional contracting;
- the emphasis will be on flexibility of service and thinking 'outside of the box' rather than monitoring against tightly specified audit;
- there will be more emphasis upon prevention and less upon 'cure';
- the emphasis is upon continuous improvement rather than static compliance;
- the focus is upon outcomes not outputs.

The Partnership Challenge

SSPs involve relationships which are complex and long-term; setting them up can accordingly be complex, costly and lengthy. While this may bring great future benefit, there are also risks associated with any such large-scale and innovative project. Many potential SSPs will find this challenging, even daunting, and to this end the SSP has a dedicated support unit - the Strategic Partnering Taskforce - to support authorities that go down this route.⁴

STRUCTURES AND DEVELOPMENTS IN SSPs

Partnership Structures for SSPs

Structure is important to partnership working, but on its own cannot guarantee effective shared working. The technical notes for SSPs prepared by the Taskforce make this point emphatically:

' Structures are akin to a framework of a building. Having the right building may assist the efficient operation of a business or service, but it does not ensure it does. Conversely, having the wrong building in the wrong place and of the wrong size can ensure you cannot secure the optimum efficiency. ' [Strategic Partnering Taskforce, 2002, p7]⁵

Nevertheless, some form of structure is needed to underpin strategic partnerships. Four main models are identified by the Taskforce:

[1] public sector consortium

In this model, local authorities turn to other public sector partners with similar objectives, with a view to generating synergies and economies of scale. Smaller authorities may be unable to formulate a commercially attractive package for the private sector, and in such cases a public-public partnership will be the only option. Simply, in this model the local authority, and one or more other local or public authorities, join together to effect service delivery on selected activities. The partners may be contiguous, occupy different levels of government, and may be from different sectors of government. They will all have chosen to get together for the purposes of commissioning and perhaps also providing a local service, though they

⁴ Office of the Deputy Prime Minister (2002), Improving Local Service Delivery Through Strategic Partnering: An Introduction to the Strategic Partnering Taskforce.

⁵ Office of the Deputy Prime Minister (2002) *Structures for Partnerships: Technical Notes*.

may choose to involve the private or voluntary sectors in service delivery. Similarly, governance arrangements might involve the co-opting of members from the private or voluntary sector.

[2] joint ventures with the private sector

Here, the local authority more explicitly engages in a joint arrangement with the private sector. Joint ventures enable parties to work together, utilising the collective pool of assets (which will constitute both tangible and intangible sources) in the pursuit of complementary objectives. The key feature here is the capacity to introduce resources which would not otherwise have been available. If the venture is intended to be profit-making, or if significant private sector funding is involved, then a company limited by shares may be attractive. The shares will be owned by the local authority and the private sector partner in proportion to their respective investment; by the same token, the board of directors will consist of representatives of the shareholders in proportion to the size of their shareholdings, and they will have legal responsibility for managing the joint venture.

[3] joint ventures with non-profit distributing organisations

The use of not-for-profit models has a long history in the delivery of public services, with the voluntary sector only slowly losing its dominance in many aspects of service provision as the twentieth century progressed. This approach is seen as important when there is no profit to be made and the service might otherwise not be provided, or not provided satisfactorily. The non-profit-making sector is not monolithic. The range of potential contributors is wide, including local authorities themselves, other public sector entities, voluntary organisations, charitable trusts, industrial and provident societies, and co-operative societies.

[4] partnering contracts

A partnering contract is a contract entered into between the local authority and a private sector partner which builds on the experience of conventional outsourcing. Rather than a purchaser-provider relationship, it envisages a more collaborative relationship in relation to the discharge of the private sector partner's contractual obligations. These obligations will inevitably vary from contract to contract. Some may be limited to strategic advice or management; others could be largely operational and resembling traditional outsourcing. Compared with conventional contracts, the partnering contract is seen as less adversarial in approach, although the very existence of a contract implies the need for some distance in the relationship. The relationship might be characterised by a less confrontational approach to contract disputes, a team-oriented approach to contractual delivery, and an 'open book' approach to costs and profit.

The Emerging Pathfinder Projects

Pathfinder projects established under the auspices of the Strategic Partnering Taskforce fall into one of three broad 'themes':

- corporate services and e-government
- transport and environmental services
- education, health and social services

Local authorities were limited to one project in their application to become a pathfinder and selections were made on the basis of the partnership model proposed, the potential of the model to achieve far-reaching service improvement, and the commitment and capacity of the authority. In the initial phase, 24 Pathfinder projects were chosen. Not all were attempting full-blown SSPs - they were at very different stages of setting up their partnerships, ranging

from initial scoping, to the management of an established relationship. This Partnership Assessment Tool needs to be sufficiently robust to encompass this spread of ambition and achievement.

The spread of project types, aims and objectives is testimony to the richness of what can come under the umbrella of partnership. Illustrations will be given from each of the three categories, though these projects will probably have evolved in the meantime:

[1] corporate and e-government projects

Some of these projects are established partnerships, as in Bedfordshire, where a relationship with the private sector is used to provide support services, as well as a regional business centre and contact centre. Others have formulated a strategy and are in the process of seeking partners. In North Yorkshire, all of the local authorities have come together to develop and share a consistent customer access mechanism for face-to-face, telephone and electronic contact channels to their individual services, and negotiations are underway with private sector partners. And in Surrey, a service provider is being sought to help tackle the difficult problems of recruitment and retention of staff in the public sector by developing a single electronic managed service which allows job candidates to match their applications to several potential roles.

[2] education, health and social services

In this category of projects there is more of a focus upon public-public partnerships. In Barnsley, a partnering arrangement is in place that seeks to make comprehensive and ambitious use of the Health Act flexibilities across health and social care; in Hammersmith and Fulham an arrangement has been developed across six west London authorities to provide a client's new local authority with a summary profile of all the services the client had been receiving before they moved. There is, however, some scope for non-statutory partners. Twelve local authorities across Manchester, for example, have got together for a number of joint procurements, one of which involves placements for adults and children with specialist care or education needs. This project provides the potential for private or voluntary sector investment and partnership working.

[3] transport and environment

Here a mixture of public-public, and public-private partnerships is evident. In Shropshire a Waste Partnership SSP involving all of the Shropshire Authorities is under consideration, with future private sector involvement likely. Durham has established an SSP between the council and private sector partners to deliver all of the council's building and civil engineering design and construction for a minimum of five years. And in Adur and Worthing, there is a public-public SSP initially focusing on combining two district councils' waste management facilities and collection services.

CONCLUSION

The Strategic Service Partnering initiative is taking partnership working into more demanding challenges - a shift from relatively simple to relatively complex issues. 'Old partnerships' tended to deal with issues displaying the following features:

- solutions knowable from past patterns
- partnerships come together with the intention of delivering pre-set common objectives
- confidence that the objectives are the right ones, based upon experience of what works
- focus on the resolution of existing problems rather than the anticipation of future ones

- partnership working is relatively small scale and *ad hoc*, rather than part of a broader partnership design

Partnerships of this type will continue to have an important role to play, but SSPs will increasingly take on broader and more complex partnership challenges encapsulated by the notion of a shift from *government to governance*. Governance is a broader term than government, with services provided by any permutation of the public, private and voluntary sectors - the very hallmark of SSPs. This requires new understandings and new ways of working. The challenges facing SSPs are considerable, but foremost among them is the development of an effective partnership amongst the key stakeholders. Without this, it is unlikely that the ambitious service delivery goals can be achieved.

APPENDIX 3 - STREETS AHEAD ON SAFETY QUESTIONNAIRE

Good am/pm. My name is We are conducting a survey here in for the Streets Ahead on Safety Program and the University of Birmingham. The survey aims to understand your travel patterns in the area and issues in terms of road safety. Could you spare a few minutes to answer some questions please? Thank you.

Date: ___/___/_____

Time: ____:_____

Location?

Coventry Road area	1	Ward End area	3
Bordesley Green area	2	Alum Rock area	4
Heartland Hospital	5		

SECTION A – YOUR TRIP TODAY

A1. What are your main reasons for coming here today?

A - Shopping (food, clothes...)	1
A - To go to the Bank/Post Office	2
B - School/college	3
B - Taking children to school	4
C - Doctors/Hospital	5
D - Work	6
D - For Business	7
E - Religious reasons/Worship (Church/Mosque etc)	8
E - Library	9
E - Visiting friends/family	10
E - Use community service (Job centre etc)	11
E - Leisure/sport	12
E - Just walk/have a look around/passing through	13
Other (please write in)	

A2. How often do you come here?

Every day	1
More than twice a week but not every day	2
Once or twice a week	3
Less than once a week but not more than twice a month	4
Once or twice a month	5
Less than once a month but more than twice a year	6
Once or twice a year	7
Less often	8
First time I have been here	9

A3. Do you have a driving license?

Yes	1	No	2
-----	---	----	---

A4. Do you have access to a car?

Yes	1	No	2
-----	---	----	---

A5. And can I ask about the journeys you have made today. For each journey, can you tell me where you went from and to and the mode of transport you used?

Journey Number	From (address/ road crossing)	Leave at (hour & min)	To (address/road crossing)	Arrive (hour & min)	Mode * (write in code from the list below)
1		:		:	
2		:		:	
3		:		:	
4		:		:	
5		:		:	

*Please code the 'mode' of transport from the following list:-

1=Car driver; 2=Car passenger; 3=Other motor vehicle - driver; 4=Other motor vehicle – passenger; 5=motorcycle; 6=Train/metro; 7=Bus; 8=Taxi; 9=Walk; 10=Cycle; 11=Other

A6. Do you usually come here by this mode of transportation?

Yes	1
No	2
Depends (please write in explanation)	3

For respondents who have made journeys today by CAR or MOTORCYCLE

A7. Where have you/did you park? (Please write in)

--

A8. If you travelled here by car or motorcycle, did you experience any difficulties in getting here?

Yes	1 – go to A9
No	2 – go to A10

A9. If so, what difficulties did you experience? (Please PROBE FULLY)

--

A10. If you were unable to use a car or motorcycle to come here, how easy or difficult would it be to make this journey in some other way?

Very easy	1 – go to A12
Quite easy	2 – go to A12
Neither easy nor difficult	3 – go to A12
Quite difficult	4 – go to A11
Very difficult	5 – go to A11

A11. Why do you think this would be difficult? (Please PROBE FULLY)

--

For respondents who have made journeys today by BUS or TRAIN/METRO

A12. What bus(es) or train(s) did you use? (Please probe for the bus number or train route e.g. station from/to)

--

A13. Did you experience any difficulties in getting here?

Yes	1 – go to A14
No	2 – go to A15

A14. If so, what difficulties did you experience? (Please PROBE FULLY)

--

For respondents who have made journeys today by BUS or TRAIN/METRO who DO HAVE ACCESS TO A CAR (code 1 @ A4)

A15. What are your reasons for not using your car to get here? (Please PROBE FULLY)

--

SECTION B – ROAD ACCIDENTS

B1. Have you been involved in a road accident in the last year?

Yes	1 – go to B2	No	2 – go to B5
-----	--------------	----	--------------

B2. Did the accident happen in your local area (within 15-20 minutes walk or 5-10 minutes drive from your home)?

Yes	1	No	2
-----	---	----	---

B3. Thinking of the most recent accident you had, were you ...?

Driving	1
Passenger	2
Walking	3
Cycling	4
On a motorcycle or moped	5
Other (please specify)	6

B4. Did you and the other people involved stop?

Yes – I stopped	1
Yes – They stopped	2
Yes – both parties stopped	3
No – neither parties stopped	4

B5. If you travel in the front of a car, how often do you wear a seat belt?

Always	1	Never	5
Often	2	I don't travel by car	6
Sometimes	3	I don't usually travel in the front of the car	7
Not very often	4		

SECTION C – WALKING & CROSSING THE ROADS

C1. How many roads did you WALK across on your way to here?

None	1
1-3	2
4-6	3
7-9	4
10 or more	5

C2. How safe do you feel doing each of the following?

	Very safe	Quite safe	A bit unsafe	Very unsafe	Don't know	N/A
a) Crossing the road where you live	1	2	3	4	5	6
b) Crossing the road here	1	2	3	4	5	6
c) Walking alone in this area during daytime	1	2	3	4	5	6
d) Walking alone in this area after dark	1	2	3	4	5	6

C3. How do you rate the local area for the following...?

	Very good	Good	Neither good nor problematic	Problematic	Very problematic	Don't know
a) Generally getting around the area	1	2	3	4	5	6
b) Walking to the local shops	1	2	3	4	5	6
c) Walking from home to the bus stop	1	2	3	4	5	6
d) Walking for people with buggies, wheelchair users or other disabilities	1	2	3	4	5	6

C4. Would you allow a 10 year old to walk to school alone from your home?

Yes	1
No	2
Don't know	3

SHOWCARD A (MAP)

C5. Are there any areas on this map that you would avoid walking around? (please write in street names/ward names etc)

C6. Why do you say that? (PROBE FULLY)

--

SECTION D – ACTIVITIES

D1. For each of the following activities, can you tell me whether you go in the local area, wider area or both?

	Local area	Wider area	Both	NA
a) Personal business	1	2	3	4
b) Worship	1	2	3	4
c) Visit friends/relatives	1	2	3	4
d) Leisure	1	2	3	4
e) Work	1	2	3	4
f) Education	1	2	3	4
g) Eating/drinking	1	2	3	4
h) Shopping	1	2	3	4

D2. Do you experience any of the following difficulties when travelling to the wider Birmingham area? (READ OUT and code all that apply)

Parking	1
Security	2
Safety	3
Public transport	4
Costs	5
Time factors	6
Cycling	7
Getting information	8
Accessibility	9

SECTION E – ROAD SAFETY

E1. How much of a problem are the following in this neighbourhood?

	Very big problem	Fairly big problem	Not a very big problem	Not a problem at all	It happens but not a problem	Don't know
The speed of road traffic	1	2	3	4	5	6
The amount of road traffic	1	2	3	4	5	6
The condition of the roads and footpaths	1	2	3	4	5	6
Parking in residential areas	1	2	3	4	5	6
Car Crime (e.g. damage, theft and joy riding)	1	2	3	4	5	6
People being drunk or rowdy in public places	1	2	3	4	5	6
Rubbish and litter lying around	1	2	3	4	5	6
Vandalism or graffiti	1	2	3	4	5	6
Dog mess	1	2	3	4	5	6
Level of noise	1	2	3	4	5	6
Teenagers hanging around on the streets	1	2	3	4	5	6
People being attacked or harassed because of their skin colour, ethnic origin or religion	1	2	3	4	5	6
Troublesome neighbours	1	2	3	4	5	6
People using or dealing drugs	1	2	3	4	5	6

E1bis. Compared to 12 months ago, do you think that:

	Increased	Stayed the same	Decreased	Don't know
The speed of road traffic in your neighbourhood has	1	2	3	4
The amount of road traffic in your neighbourhood has	1	2	3	4
	Improved	Stay the same	Got worse	Don't know
The condition of the roads and footpaths has	1	2	3	4
Parking in residential areas has	1	2	3	4
	Become easier	Stay the same	Got worse	Don't know
Crossing the road here has	1	2	3	4
Crossing the road in front of your house has	1	2	3	4
Crossing the road in your neighbourhood has	1	2	3	4

SHOWCARD A – MAP

E2. Is there anywhere locally which you feel is unsafe for driving?

E3. Have you seen or heard about road safety in your neighbourhood recently?

Yes	1
No	2

E4. What have you seen or heard? (PROBE FULLY)

E5. Have you heard of the Streets Ahead on Safety project?

Yes	1
No	2

SECTION F – SOCIAL CAPITAL

F1. Do you live in the area marked on this map?

Yes	1 – go to F2
No	2 – go to H1

F2. How long have you lived in this area?

Less than 12 months	1	5 years but less than 10 years	5
12 months but less than 2 years	2	10 years but less than 20 years	6
2 years but less than 3 years	3	20 years or longer	7
3 years but less than 5 years	4	Don't know	8

F3. How satisfied are you with this area as a place to live?

Very satisfied	1
Fairly satisfied	2
Neither satisfied nor dissatisfied	3
Fairly dissatisfied	4
Very dissatisfied	5
Don't know	6

F4. In thinking about you neighbourhood (that is your street or block) how far would you agree or disagree with the following statements?

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
a) My neighbourhood is a place where people do things together and try to help each other	1	2	3	4	5	6
b) My neighbourhood is a place where people from different backgrounds get on well together	1	2	3	4	5	6
c) Most people in my neighbourhood can be trusted	1	2	3	4	5	6

SECTION G – LOCAL PARTICIPATION

(Again for respondents who live in the area marked on the map)

G1. To what extent do you agree or disagree with the following statements?

	Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree	Don't know
I can influence decisions affecting my local area	1	2	3	4	5	6
By working together, people in my area can influence decisions that affect the local area	1	2	3	4	5	6

G2. In the last 12 months have you taken any actions in an attempt to solve a problem affecting people in your area? If so please probe for details

SECTION H – ABOUT YOU

H1. Gender

Male	1
Female	2

SHOWCARD B

H2. To which of these age categories do you belong?

16-19	1	50-59	5
20-29	2	60-64	6
30-39	3	65 and over	7
40-49	4		

SHOWCARD C

H3. And to which of these ethnic backgrounds do you belong?

White British	1	Bangladeshi	10
Irish	2	Other Asian (write in)	11
Other White (write in)	3	Black Caribbean	12
Mixed White and Black Caribbean	4	Black African	13
Mixed White and Black African	5	Other Black (write in)	14
Mixed White and Asian	6	Chinese	15
Other Mixed (write in)	7	Gypsy	16
Indian	8	Traveller	17
Pakistani	9	Other (write in)	18

SHOWCARD D

H4. And would you mind telling us to which of these religions do you belong?

Christian	1	Jewish	5
Hindu	2	Sikh	6
Muslim	3	Any other religion	7
Buddhist	4	No religion	8

SHOWCARD E

H5. Which of these activities best describes your current working status?

Employee in full time job (30 hours plus)	1
Employee in part time job (16-30 hours)	2
Self-employed full or part time	3
Looking after the family/home	4
Wholly retired from work	5
Unemployed and looking for work	6
Full-time education (School/College/University)	7
On a Government supported training scheme	8

H6. What is the occupation of the main wage earner in your household? (Please write in)

H7. Do you consider yourself to have a disability?

Yes	1 – go to H8	No	2 – Go to H9
-----	--------------	----	--------------

H8. If yes, does this disability limit your mobility in any way?

Yes	1	No	2
-----	---	----	---

H9. How many people in each of the following categories live in your household?

	Write in number
Adults (aged 16 and over)	
Children 0-5 years old	
Children 6-9 years old	
Children 10-15 years old	

H10. Can you tell me your:-

Home postcode	
Name of your street	
Ward/neighbourhood	

Please ask for respondent's name and telephone number. (Explain that this is for back checking purposes only)

Name _____

Telephone No _____

THANK RESPONDENT, PROVIDE THANK YOU SLIP AND CLOSE

Interviewer's name

Interviewer's signature

ECOTEC Survey, Innovation Centre 1, Keele Science Park, Keele, Newcastle-under-Lyme, Staffs, ST5 5NB. 01782 753230

APPENDIX 4: SEMI-STRUCTURED INTERVIEW SCHEDULE – COMMUNITY ENGAGEMENT

1. Could you briefly describe your role?
2. How would you describe the SAOS area (population, community cohesion, social capital...)? What are the main issues? What were/are the main safety issues in the area? What about regeneration?
3. When did you get involved with the Streets Ahead on Safety Project? And how?
4. How does the project relate to the issues in the area? What is the relationship between its objectives and your area plan (annual)?
5. How would you describe the objectives of the project? How does it seek to meet its objectives ('the logic of the project')?
6. What were your expectations about the project? The neighborhood? How did this compare to the "reality"?
7. Could you tell us what you think of the project?
 - The objectives?
 - The process (partnership?)
 - The consultations?
 - The delivery? The characteristics of the main schemes? How they were coordinated?
8. According to you, what have been the main challenges of the project?
9. What has been the most successful?
10. What are the lessons that could be learnt from it?
11. What would you change? Keep the same?
12. Any other comments you would like to make?