



*Neighbourhood Management:
An overview of the 2004 and 2007
Round 2 Pathfinder Household Surveys:
Key Findings*

Research Report 38



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SQW Consulting

September 2007

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This report has been prepared as part of the National Evaluation of the Neighbourhood Management Pathfinders, which is being undertaken by a consortium of organisations led by SQW Consulting:

SQW Consulting
GFA Consulting
European Institute for Urban Affairs, Liverpool John Moores University
Cambridge Economic Associates
Cities Research Centre, University of West of England
Local Government Centre, Warwick Business School, University of Warwick
Ipsos-Mori
GfK-NOP

Department for Communities and Local Government
Eland House
Bressenden Place
London
SW1E 5DU
Telephone: 020 7944 4400
Website: www.communities.gov.uk

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EXECUTIVE SUMMARY

1. The Neighbourhood Management Pathfinder Programme was launched in 2001 by the Neighbourhood Renewal Unit (NRU), now part of Communities and Local Government. In the first round of funding 20 deprived neighbourhoods were selected throughout England, to test out a new model of neighbourhood management. In early 2004, a further 15 Pathfinders were established in a second round of funding.
2. A team, led by SQW Consulting, has been evaluating the progress of the programme since 2002. The national evaluation has included detailed household surveys in all 35 Pathfinder areas. This report presents the headline findings of the two waves of household surveys conducted in the 15 Round 2 Pathfinder areas in 2004 and again in 2007 (at the end of their second full year of operation) showing how these areas have changed over that time.
3. Pathfinder areas have experienced a number of changes over the last three years, which are summarised here. These changes are also then compared with the picture of change in deprived areas more generally to identify where the Pathfinder changes differ from wider trends.
4. Since 2004 the general picture of change across the 15 Pathfinder areas is largely positive, with residents identifying many aspects of their areas that have, in their view, improved. Residents are more satisfied with their neighbourhoods as a place to live than they were three years ago, and are more likely to think their neighbourhood is improving. They are noticeably more satisfied with their local police service and more satisfied with key local environmental services like street cleaning, and maintenance of footpaths and open spaces. Corresponding with this, residents generally see a wide range of local crime and environmental issues as less of a problem now, and are increasingly satisfied with the way that they are being dealt with. None of these issues have got worse in the eyes of residents, and most have improved.
5. More widely, there has been a general increase in satisfaction by those who rent with the housing services provided by their landlords. There has been a modest increase in feelings of neighbourliness, and perceptions of local networks, across the Pathfinder areas. Many more residents are now aware of their local Pathfinder, with an average recognition rating of 45%, increased from 25%, and increases evident in every area.
6. Despite these improvements, it is important to remember that these areas remain deprived and, for most of these indicators, are still well below the relevant national averages. A significant challenge still remains in these areas. It is also important to note that not all indicators have shown improvement. Satisfaction with health and education services in the last three years has remained largely unchanged, although with some variations between specific services. There is also little evidence of any significant change in employment patterns or worklessness in these areas. Some specific services have also seen reductions in satisfaction, including dental services and rubbish collection, although these are likely to reflect national trends, and few services have shown reductions.

7. By comparing changes in the Pathfinder areas to our national comparator (a composite 'virtual' deprived area but with no neighbourhood management) it is possible to see that many of these changes are at least partly reflective of national changes in public services and wider social and economic trends. It is however also possible to see some evidence of a 'Pathfinder effect' as there are some changes in the Pathfinder areas that are clearly occurring faster, or even against the trend evident in the comparator.
8. Some of the key indicators showing greater progress in Pathfinder areas than in the comparator are as follows:
 - 29% of residents think that their area has improved in the last 3 years (compared to 24% in the comparator).
 - There have been reductions in the percentage of residents who think that the following are problems:
 - Car crime (an 11% point reduction compared to a 6% point reduction in the comparator)
 - Vandalism and graffiti (9% point reduction compared to a 6% point reduction)
 - Racial harassment (2% point reduction compared to no change).
 - There has been a 2% point increase in the proportion of residents satisfied with street cleaning compared to a 1% point decrease in the comparator.
 - There has been a 7% point increase in satisfaction with the police service compared to a 2% point increase in the comparator.
9. Overall the evidence shows that the 15 Pathfinder areas have experienced faster improvement than the comparator in relation to satisfaction with area cleanliness and local policing both of which are likely to have, in turn, contributed to a modest overall increase in satisfaction with the area. Where these improvements are observed they are generally observable in the majority of Pathfinder areas, not just a few. It is reasonable to conclude that whilst other local factors will have played some role, a significant proportion of these improvements are likely to be attributable to the activities of Neighbourhood Management Pathfinders in these areas.

CHAPTER 1

Introduction

- 1.1 The Neighbourhood Management Pathfinder Programme was launched in 2001 by the Neighbourhood Renewal Unit (NRU), now part of Communities and Local Government. In the first round of funding 20 deprived neighbourhoods were selected throughout England, to test out a new model of neighbourhood management. In early 2004, a further 15 Pathfinders were established in a second round of funding.
- 1.2 A team, led by SQW Consulting, has been evaluating the progress of the programme since 2002. The national evaluation has included detailed household surveys in all 35 Pathfinder areas. This report presents the headline findings of the two waves of household surveys conducted in the 15 Round 2 Pathfinder areas in 2004 and again in 2007, showing how these areas have changed over that time. A similar report on the two waves of household surveys conducted in the 20 Round 1 areas was published in 2006¹. Further work to be undertaken later this year will draw together results from the survey with other sources of evidence used in the evaluation.

THE PATHFINDER PROGRAMME

- 1.3 Neighbourhood management is a relatively new approach to improving public services, building community capacity and promoting renewal in deprived areas. The Social Exclusion Unit's fourth Policy Action Team (PAT4) report², published in 2000, put forward a model of working that they believed would provide a flexible, powerful toolkit for renewal that could be adapted to local circumstances. The model they proposed is a neighbourhood-based approach that brings together the local community with local service providers through a partnership, supported by a dedicated Neighbourhood Manager and team. The report defined the aim of neighbourhood management as:

“...to enable deprived communities and local services to improve local outcomes by improving and joining up local services and making them more responsive to local needs.”

- 1.4 The Pathfinder Programme was established to test this model and explore what contribution it could make to neighbourhood renewal, narrowing the gap between deprived areas and the rest of the country. The 20 Round 1 Pathfinders were established in 2001/2 and, at the time of writing, are in their sixth year of operation. The 15 Round 2 Pathfinders were established in 2003/4 and, at the time of writing, are in their third full year of operation.

¹ Research Report 28: Neighbourhood Management: An overview of the 2003 and 2006 Round 1 Pathfinder household surveys, ODPM, 2006

² National Strategy for Neighbourhood Renewal: Neighbourhood Management: Report of Policy Action Team 4: Social Exclusion Unit; April 2000

- 1.5 This report looks at the household survey findings for the 15 Round 2 Pathfinders. Each Pathfinder has developed a seven year programme. The Round 2 Pathfinders were awarded £2.5m each over the seven years (2004-2011), at an average of £350,000 per year, to cover core management and running costs and also to support a project/leverage fund. Since April 2006, this funding has been part of the Safer and Stronger Communities Fund (SSCF) which Local Strategic Partnerships now have the freedom to allocate themselves. All 15 Round 2 Pathfinders have continued to receive funding through the SSCF although for one Pathfinder this funding has been redeployed across four different neighbourhoods (one of which includes the original Pathfinder neighbourhood³).

PATHFINDER NATIONAL EVALUATION

- 1.6 Since early 2002, SQW and its partners have been undertaking the long-term evaluation of the Pathfinders, with a remit to consider both Rounds of Pathfinders. The evaluation has included annual fieldwork in all 35 areas, case studies, action learning sets and detailed household surveys undertaken jointly by GfK-NOP and Ipsos-MORI. A range of research reports have been published to date outlining the progress and lessons of the Pathfinder Programme. These are available from Communities and Local Government (www.neighbourhood.gov.uk) and also the national evaluation team's project website (www.sqw.co.uk/nme/).

THIS REPORT

- 1.7 This report presents the headline findings from the Round 2 household surveys of 2004 and 2007. It mainly focuses on programme-level findings and summarises the key changes in Round 2 Pathfinder areas between 2004 and 2007, and also how these changes compare to changes in the comparator. It is also therefore, to some extent, a consideration of impact by the Pathfinders.

³ The household survey was conducted in the original Pathfinder neighbourhood in 2007 in order to allow comparison with 2004, and for consistency with other Pathfinders.

CHAPTER 2

The Household Surveys

EXPLAINING THE SURVEY APPROACH

- 2.1 In addition to the household surveys in the 20 Round 1 areas (which took place in 2003 and 2006) two waves of household surveys have now been completed in all 15 Round 2 Pathfinder areas. The first wave was completed in early 2004 and the second wave in early 2007. Fieldwork was conducted January to March in both cases and involved face to face interviews. The first survey took a random sample of 500 households in each Pathfinder area and a total of 7,564 households were interviewed. The second survey revisited as many of these households as possible (a longitudinal sample) and then topped up the sample to a total of 400 households in each area by adding further households selected at random. A total of 6,094 households were interviewed. Note that this report uses the terms 'respondents' and 'residents' from time to time, which are both used appropriately, but it should be remembered that this is a household survey and that most findings relate to households not individuals.
- 2.2 Our survey approach has given us a robust and representative survey of opinion and perceptions across the Round 2 Pathfinders and allows us to assess how those opinions and views have changed over the last 3 years. Similar questionnaires were used in each year to allow the comparison over time.
- 2.3 To assist the evaluation we also created a 'comparator' by interviewing an additional sample of households in each of the 15 local authority areas where the Pathfinders are located. In each area we identified a similarly deprived ward where no neighbourhood management initiative was in operation. By adding these 15 samples together we have created a single 'virtual deprived area' which can be used for comparison purposes at the programme level to help us understand what sort of changes might be happening in Pathfinder areas anyway, so that we can better identify the 'added value' from Pathfinders. In 2004, the comparator sample was 1,513 households and in 2007 it was 1,151 households. In 2004, overall, the comparator was slightly less deprived than the Programme itself, although still comparable.

SIGNIFICANCE AND MEANING?

- 2.4 All surveys that are based on samples have some degree of error. Most of the analysis in this report is at the all Pathfinder level (all 15 Round 2 Pathfinders) and therefore based on large samples which have a high level of statistical reliability. Programme findings based on all respondents are reliable to within about +/- 1% point (at the 95% confidence level). Changes from 2004 to 2007 are statistically significant with differences of 1.7% points or more. Changes from 2004 to 2007 in the comparator sample are significant with differences of 3.9% points or more (at the 95% confidence level). (Note that changes can sometimes be significant with smaller differences in some cases where the figures being compared are particularly small or large, i.e. closer to 1% or 100%).

- 2.5 Where 'sub-groups' are considered (e.g. individual Pathfinders, sub-groups of the sample by age, ethnicity, etc) the samples are smaller and the statistical reliability is therefore lower. This is taken into account when such analysis is used.
- 2.6 This report only refers to changes that are statistically significant. It is also important to remember that even though a change in opinion over time may be statistically significant, it may not necessarily mean much as small shifts in opinion can be caused by a range of factors and influences. We have therefore focused on those changes that are both statistically significant and also likely to be meaningful.
- 2.7 It is also important to note that household surveys cannot readily identify all types of change in an area – they are less well suited to picking out fine-grained improvements or more particular benefits that may accrue to smaller groups of people. The survey findings will therefore only provide information about some of the impacts of the Pathfinders, not all of them, and will need to be considered alongside wider evidence being collected by the evaluation team.

FURTHER RESEARCH

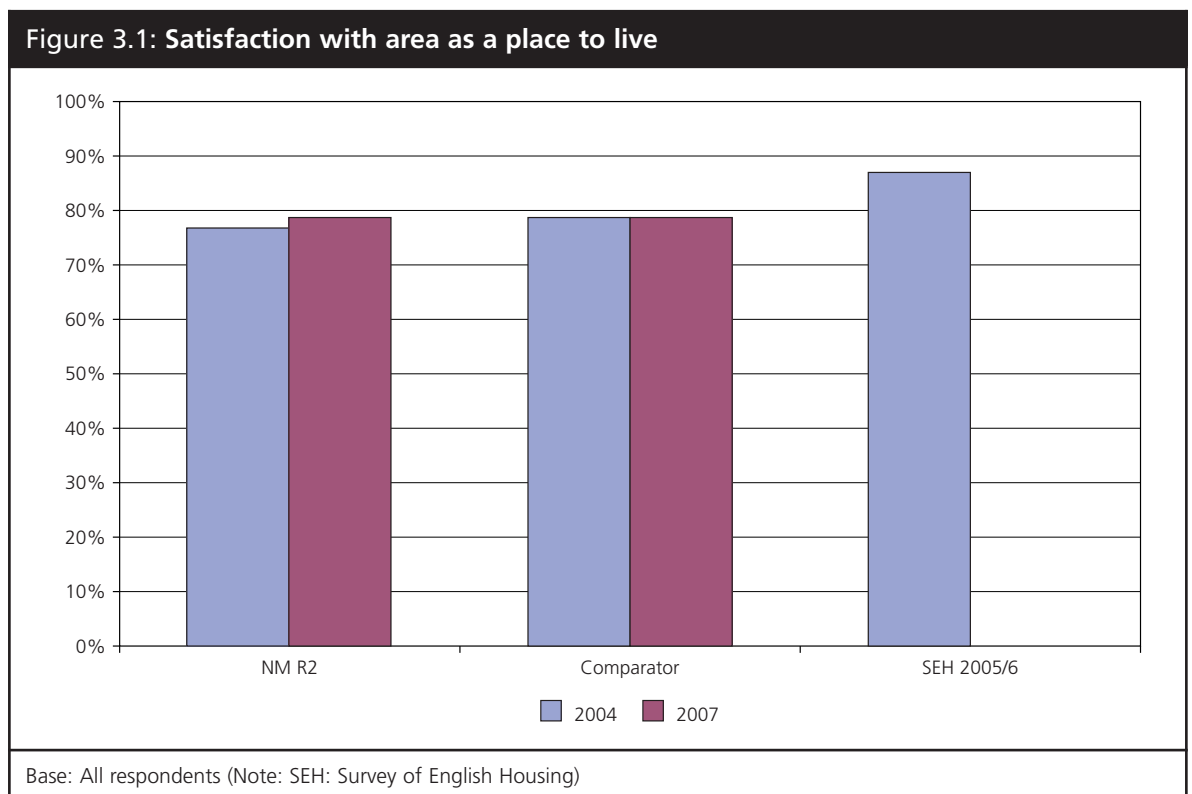
- 2.8 All of the survey data is available on our *SurveyReporter* website, which is part of the research team's project website (www.sqw.co.uk/nme/). The team will also be producing an annual review of Pathfinders' progress in 2008 which will draw together results from the survey with other sources of evidence.

CHAPTER 3

Area Satisfaction

AREA SATISFACTION

- 3.1 Between 2004 and 2007 in the 15 Round 2 Pathfinder areas, satisfaction with the area as a place to live increased from 77% to 79% of households. This increase was not reflected in our comparator where satisfaction remained static at 79% (in both 2004 and 2007). The average across all Round 2 Pathfinders remains quite a lot lower than the national average for England of 87% (Survey of English Housing 2005/6) but the gap has narrowed to a modest degree (see Figure 3.1).

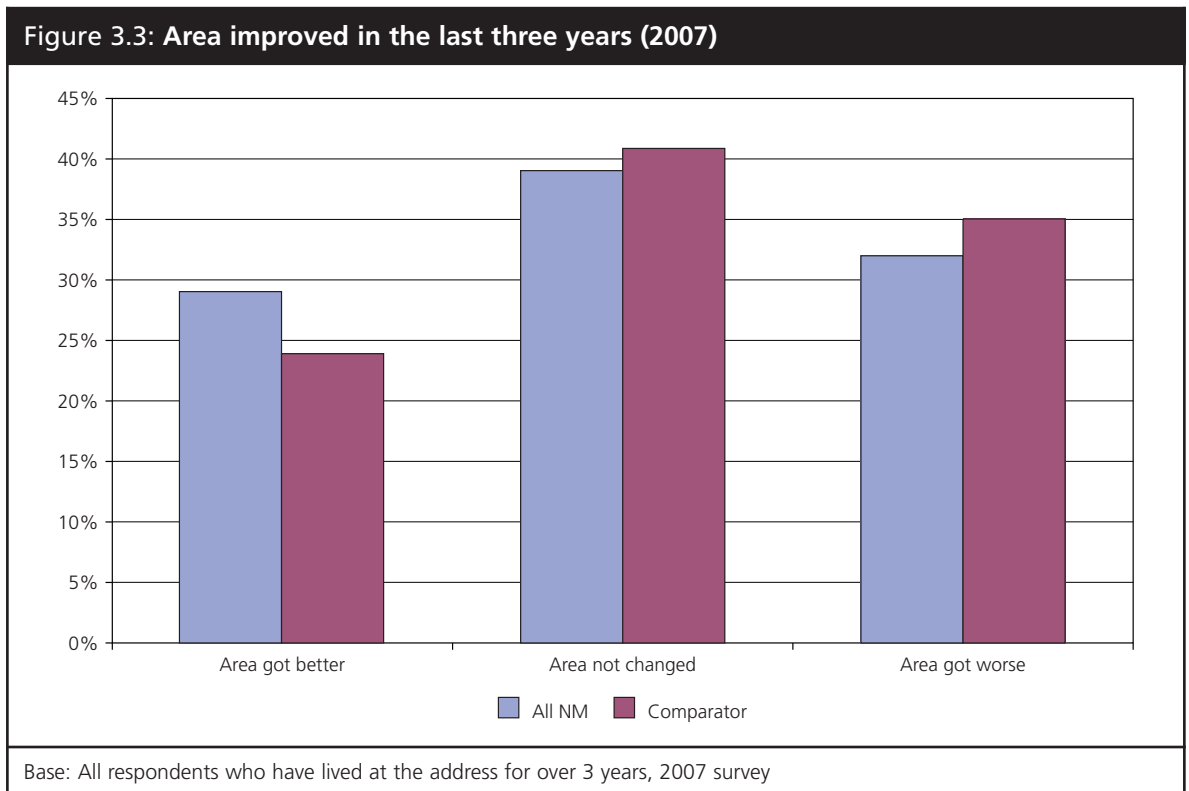


- 3.2 Consideration of the 15 Pathfinders separately shows that area satisfaction in 2004 varied widely from 64% to 91%, reflecting the variation in local circumstances. Satisfaction has increased in nine of the 15 Pathfinder areas and remained the same in the other six areas. This suggests that the overall increase in satisfaction across the Round 2 Pathfinders is the result of improvements across the majority of Pathfinders, not just increases in a few areas (see Figure 3.2).



CHANGE IN AREA

3.3 Respondents who had lived in the area for more than three years were asked whether they thought their area had got better or worse over the last 3 years. Responses were broadly evenly divided between those who thought it had got better (29%), those who thought it had got worse (32%) and those who thought it had not changed (39%). However, the proportion of people who thought that their area had got better was higher than the comparator where only 24% thought that their area had improved (see Figure 3.3).



QUALITY OF LIFE

3.4 All respondents were asked to rate their quality of life, defined as how they feel about their standard of living, surroundings, friendships and how they feel day to day. In 2007 80% of households across all Round 2 Pathfinders felt that they had a 'good' quality of life, the same proportion as in 2004. However, in the comparator, the proportion of households stating 'good' actually fell from 82% in 2004 to 79% in 2007, again suggesting a better performance in Pathfinder areas.

CHAPTER 4

Community

THE LOCAL COMMUNITY

- 4.1 With respect to how much people feel part of their local community and how much interaction there is locally, there has been some modest change over the last three years.
- 4.2 The proportion of residents saying that they 'do not know' people in their neighbourhood fell slightly from 10% in 2004 to 8% in 2007, with no significant change in the comparator. There was also a modest increase in the proportion of people who said that they knew 'many' or 'most' of the people in their neighbourhood, from 37% to 39%. Again, the comparator did not change significantly.
- 4.3 In 2004 58% of respondents thought that their neighbourhood was 'a place where neighbours look out for each other'. This increased to 60% in 2007. The comparator did not change significantly over the same time.

LOCAL INFLUENCE

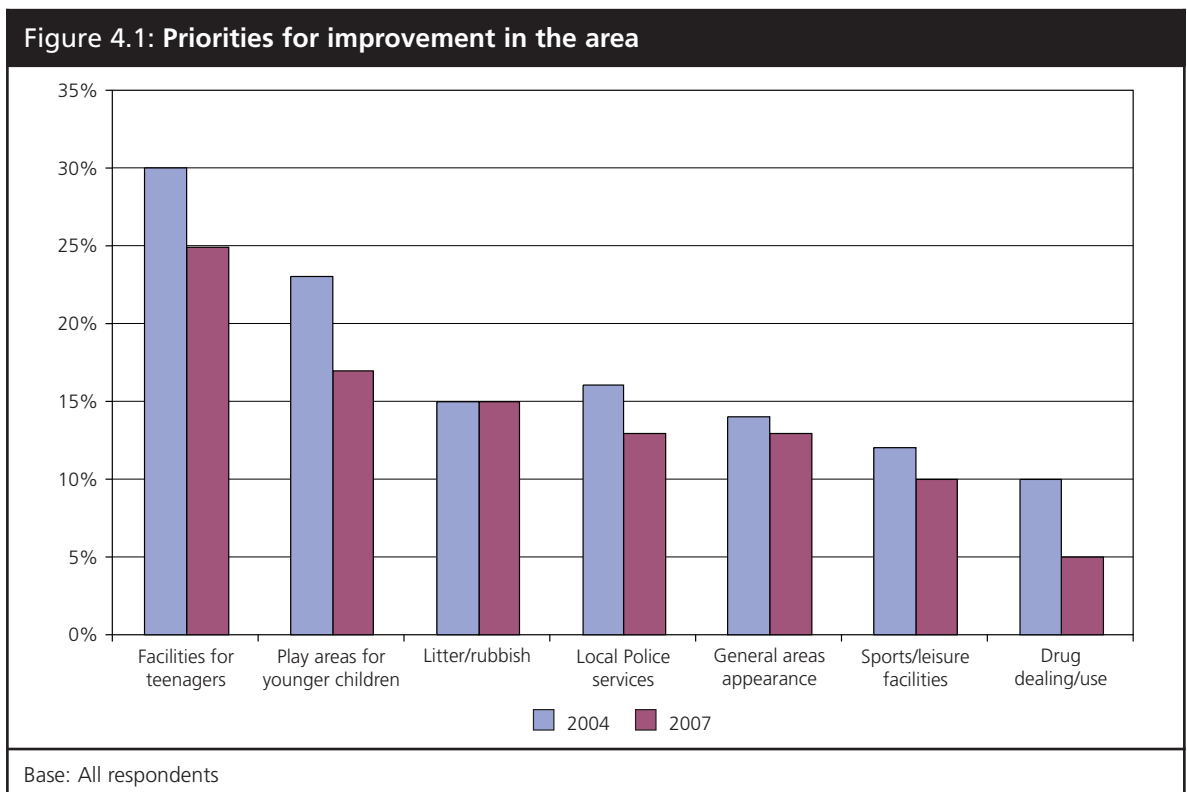
- 4.4 There has been no overall change in the proportion of residents who feel that they can influence decisions by local organisations that affect their area (24% in 2007). This is similar to the comparator (23%) which also saw no change, and remains just below the national benchmark of 26% (General Household Survey, 2000).
- 4.5 The range of results varies significantly between Pathfinders - varying between 15% and 37% (2007), showing how local communities can differ significantly in their views. However, analysis of the results over time in each Pathfinder shows that the overall situation of no change is mirrored in most areas, with statistically significant change (between 2004 and 2007) only occurring in four Pathfinder areas: with two showing increases and two showing decreases.

COMMUNITY PRIORITIES FOR IMPROVEMENT

- 4.6 Respondents were asked what most needed improving in their area to improve their quality of life. In 2004, seven local issues were cited by 10% or more respondents. These are illustrated in Figure 4.1 together with the 2007 results.
- 4.7 There has been a significant reduction from 2004 to 2007 in the number of respondents citing five of these seven issues as a priority for further improvement:
- Facilities for teenagers
 - Play areas and facilities for younger children

- Local police services
- Sports/leisure facilities
- Drug dealing/use

4.8 The other two issues (litter/rubbish and general appearance of the area) have not shown any significant change in importance for respondents. None of these most important issues have worsened in the eyes of respondents, and there are no new significant priorities that have arisen. Indeed, considering the full list of concerns raised in 2004, even by small numbers of residents, very few issues have increased in significance. Overall, the impression is of a positive sense of improvement, particularly in relation to the provision of new local facilities.



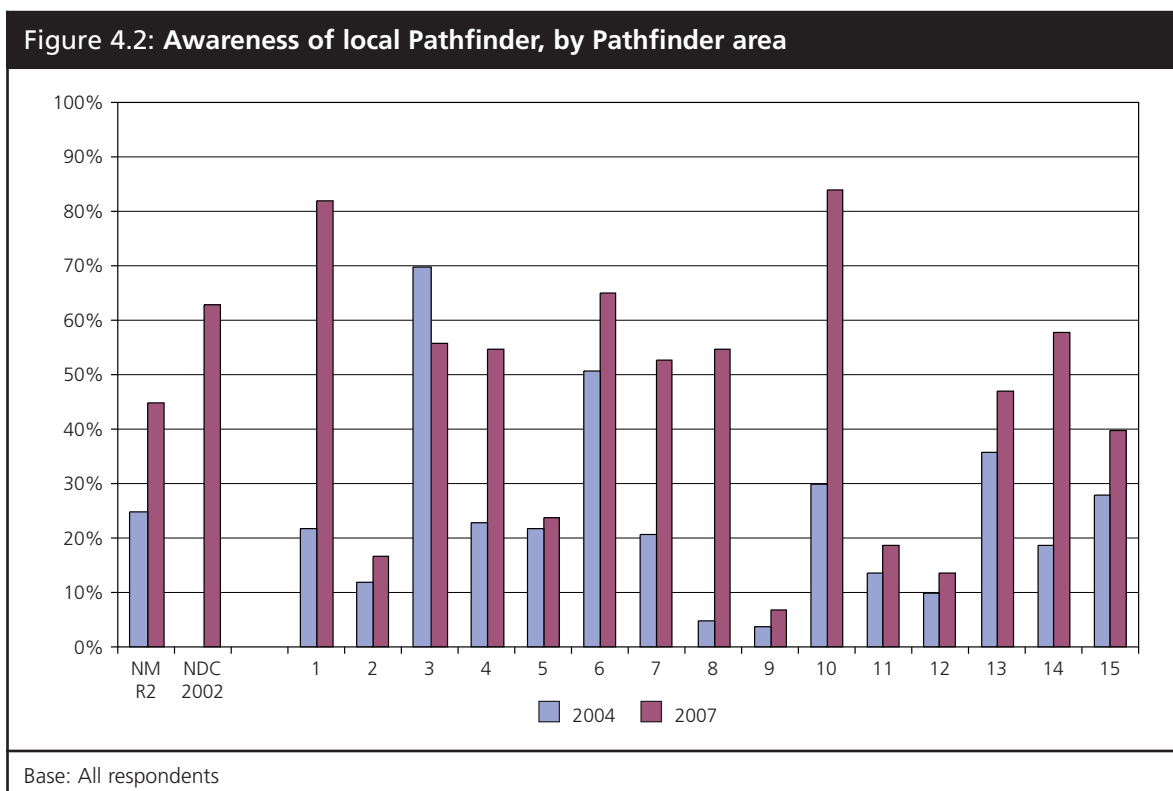
4.9 Most of the significant improvements in the Pathfinder areas are also mirrored in the comparator. However, for one of these issues, drug dealing and use, the change across all Pathfinders is not reflected to the same extent in the comparator area: drug dealing and use fell as a priority for improvement from 10% to 5% in all Pathfinder areas whilst in the comparator it remained static at 6%.

COMMUNITY AWARENESS OF PATHFINDERS

4.10 The local awareness of Pathfinders has almost doubled from 25% in 2004 to 45% in 2007. The 2004 survey occurred as Pathfinders were beginning work and the 2007 survey at the end of their second full year of operation. Awareness has increased in every Pathfinder area.

4.11 However, this positive improvement disguises a wide variation between individual Pathfinders, with awareness in 2007 ranging from 7% to 84%, although most Pathfinders (ten out of fifteen) have awareness ratings of 40% or above. Only five have struggled to achieve a high profile, in most cases reflecting internal issues, including turnover of staff, and a consequent lack of time and investment in marketing and communications (see Figure 4.2).

4.12 It is worth noting that after two years of operation, NDC Partnerships had achieved an average awareness rating of 63% (in 2002)⁴ with significantly more resources and finance than the Pathfinders, so the overall achievement of the Pathfinders is not insignificant.



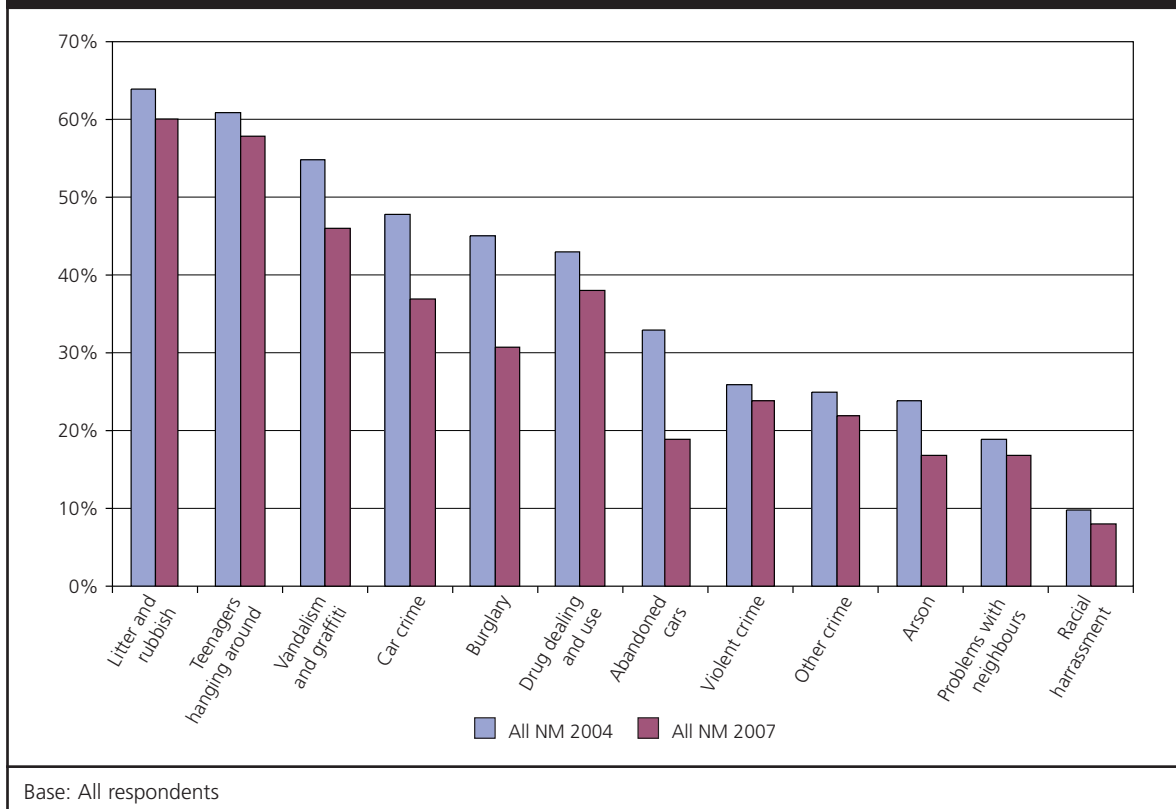
CHAPTER 5

Liveability and Housing

PROBLEMS IN THE AREA

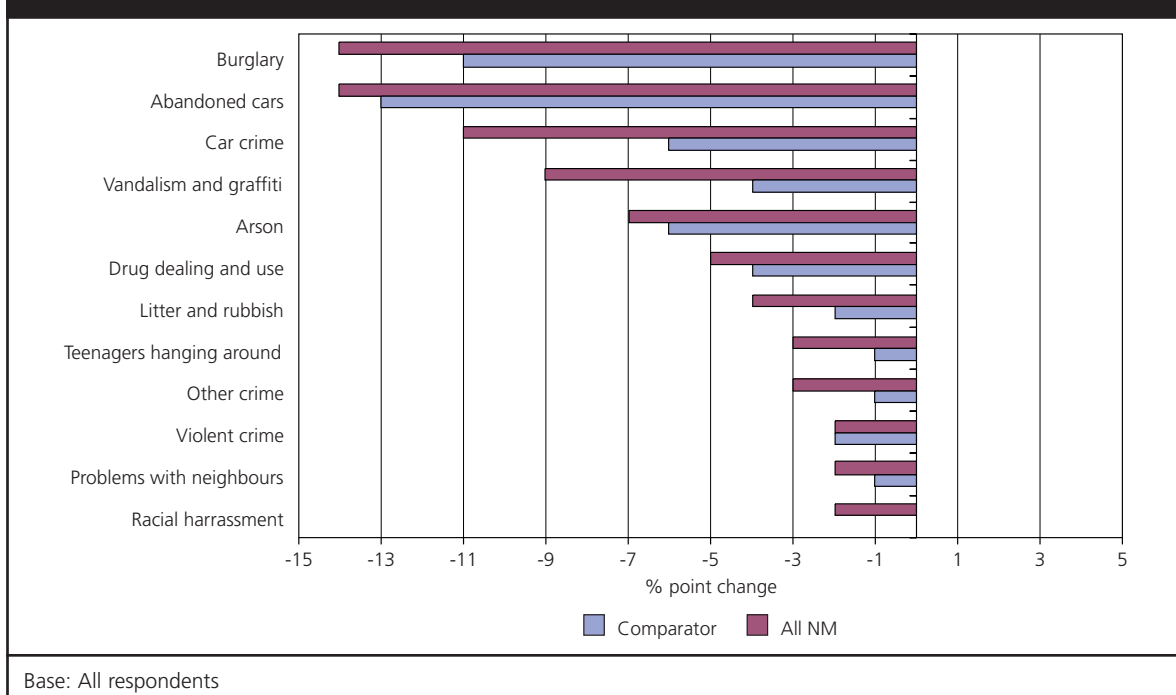
- 5.1 In 2004, Round 2 Pathfinders faced a number of local crime and environment issues in their areas, issues that were invariably identified as a 'problem' by a significant proportion of local residents in the 2004 survey. As a result, local crime and environment issues have been a key focus of activity and intervention for many Pathfinders. This section considers these problems, with perceptions of environmental and police services considered subsequently.
- 5.2 In 2007 respondents were asked the same questions again of a range of local crime and environment issues and how much they were a problem (or not). For all of the issues bar one ('problems with neighbours', which did not change significantly) the 2007 survey showed a reduction in the number of people in Pathfinder areas who considered that they were a 'problem' for their area. In a number of cases the reductions were large – a 14% point reduction in those who consider abandoned cars to be a problem, a 14% point reduction in those who think burglary is a problem, and an 11% point reduction in those concerned about car crime. In addition to this, no issues have worsened in the eyes of local residents (see Figure 5.1).
- 5.3 This is not to say that residents no longer consider these issues as problematic, as some of the issues still remain of great concern to many people – for example, litter and rubbish in the street (cited by 60% of residents in 2007), teenagers hanging around on the street (58%) and vandalism and graffiti (46%) – but it shows a clear picture of improvement across a wide range of local issues.

Figure 5.1: Identified problems in the area



5.4 A comparison of these changes in Pathfinder areas with the comparator shows that some of this change is clearly reflective of a wider trend of improvement across the country, but there is also evidence that these improvements are greater in Pathfinder areas on the whole. Figure 5.2 highlights the net reductions in the percentage of people identifying issues as problems and compares the Pathfinders with the comparator.

Figure 5.2: Net percentage point change in people identifying issues as a problem in their area

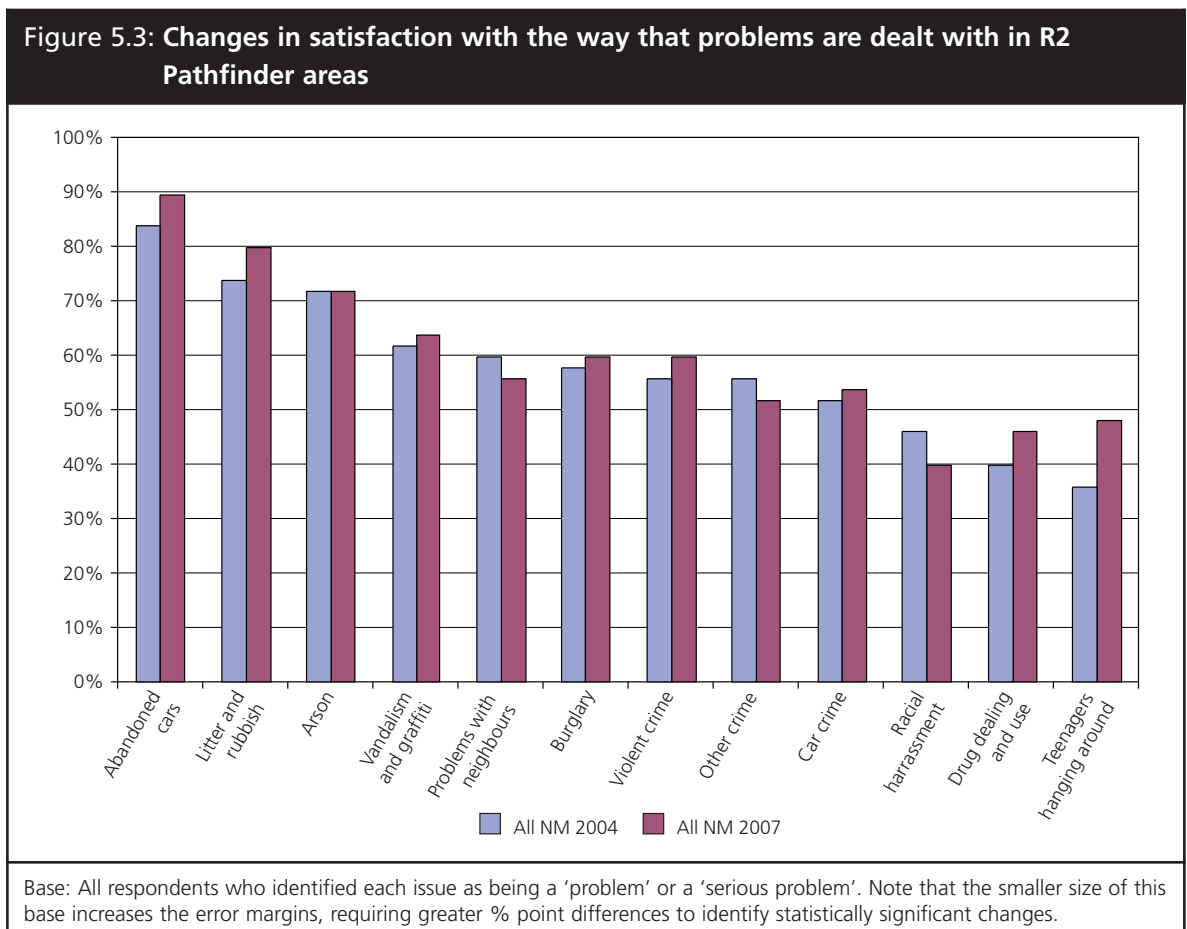


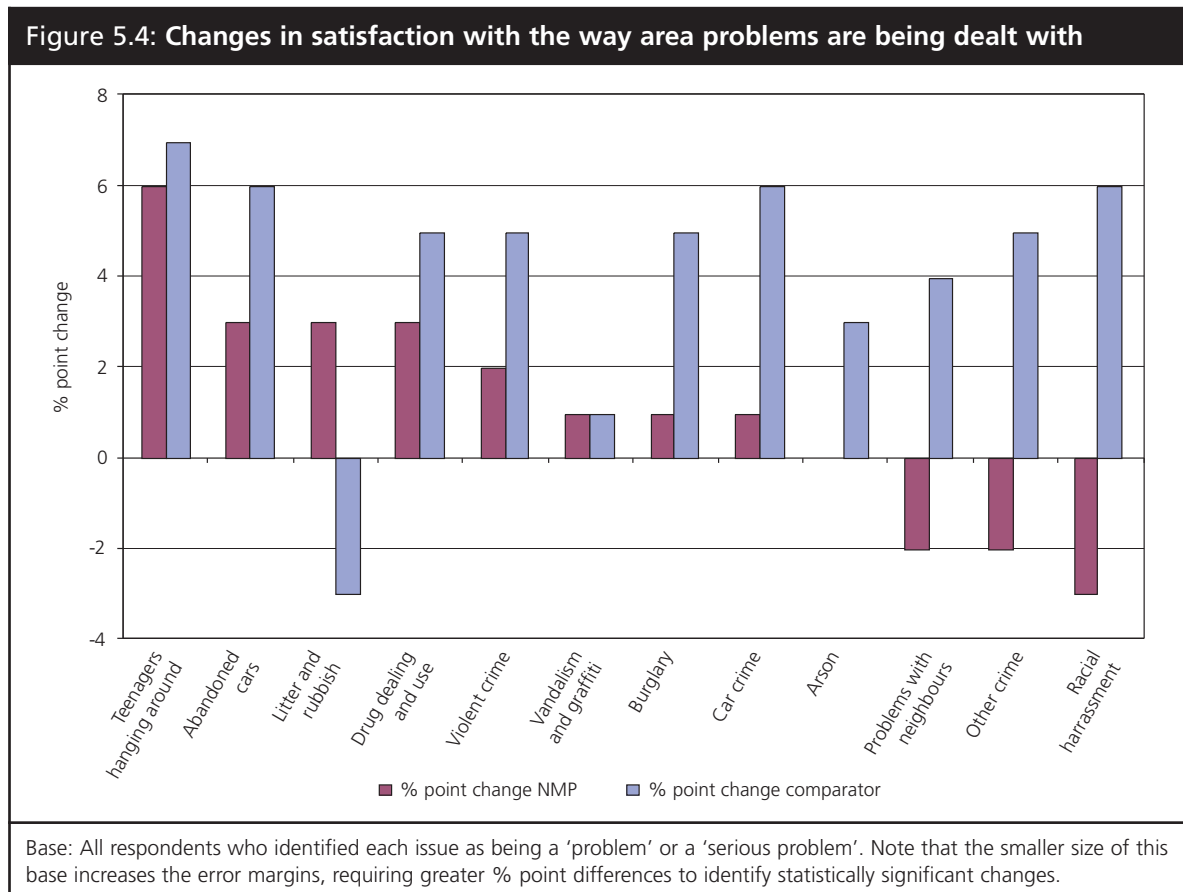
5.5 Although not statistically significant in each case, it is worth noting that for nearly every issue, the net reduction is greater for the Pathfinder areas than for the comparator. Those specific issues where the Pathfinder areas did secure *significantly greater changes* than the comparator were:

- Car crime (reduction of 11% points compared to 6% points)
- Vandalism and graffiti (reduction of 9% points compared to 4% points)
- Racial harassment (reduction of 2% points compared to no change)

5.6 Those residents who identified issues as being a ‘problem’ or a ‘serious problem’ were also asked how satisfied they were with the way that each of these issues *was being dealt with* by local service providers.

5.7 As shown in Figure 5.3, of the 12 different issues that respondents were asked about, satisfaction increased from 2004 to 2007 for three issues (with no statistically significant change for the rest): teenagers hanging around on the streets (18% satisfied in 2004 increasing to 24% in 2007); drug dealing and use (20% increasing to 23%); and litter and rubbish in the streets (37% increasing to 40%). The comparator also saw increasing satisfaction with the first issue, but not the other two, suggesting greater improvement in Pathfinder areas on these issues compared with other areas. Satisfaction with the way that problems are being dealt with did not decrease significantly in the Pathfinder areas on any issue (see Figure 5.4).





5.8 It is also worth noting that in relation to four issues, although there was no significant increase in satisfaction with how they were dealt with, there was a decrease in dissatisfaction. However, decreases in the Pathfinder areas are matched in each case by a similar change in the comparator: abandoned cars (37% dissatisfied in 2004 decreasing to 30% in 2007); vandalism and graffiti (45% decreasing to 41%); burglary (41% decreasing to 33%); and car crime (45% decreasing to 38%).

5.9 Overall, these findings show that residents in Pathfinder areas have clearly perceived improvements in the last three years across a range of local crime and environmental problems, and are, in most cases, more satisfied with how these problems are being dealt with. Although this general trend of improvement is mirrored in the comparator, the Pathfinder areas do show clearly faster improvement on some key issues.

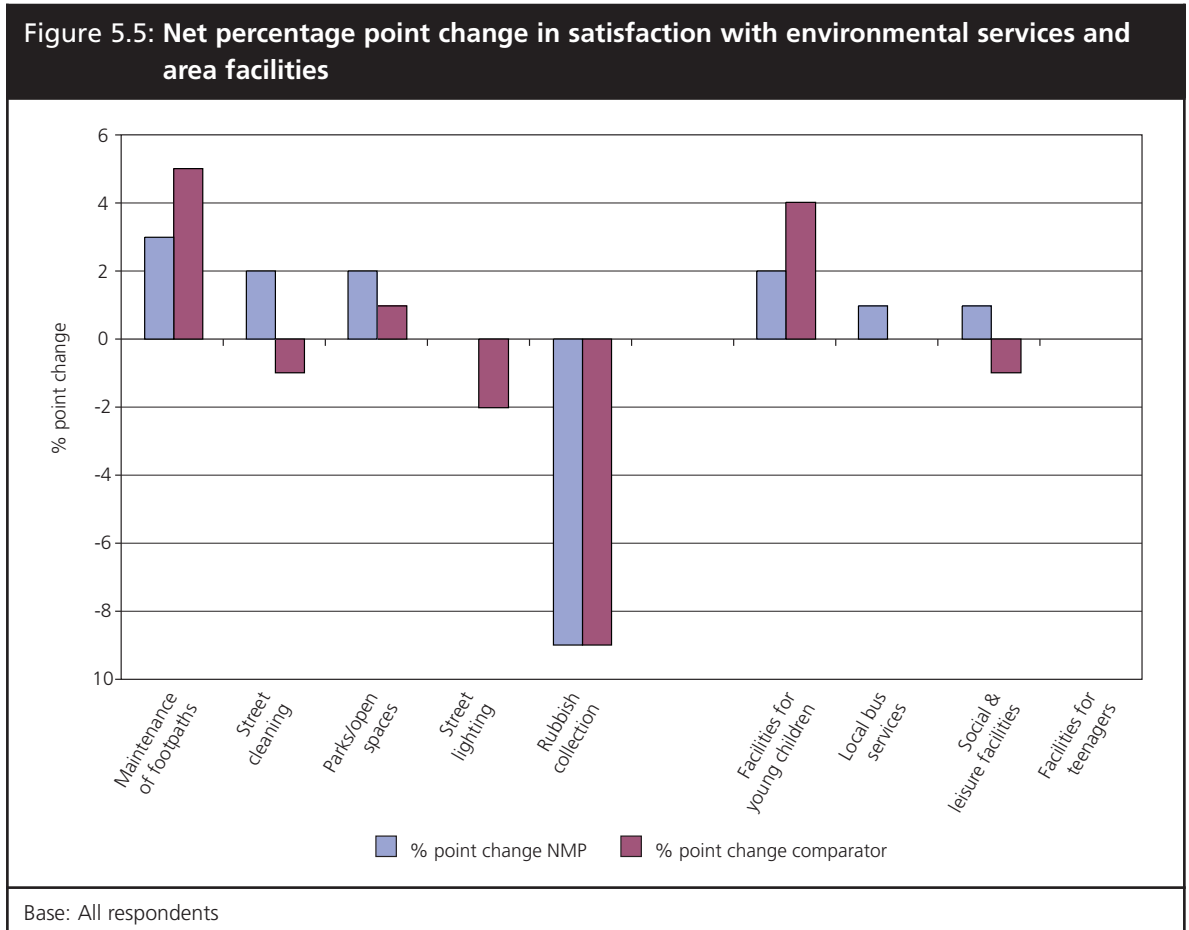
SATISFACTION WITH ENVIRONMENTAL SERVICES AND LOCAL FACILITIES

5.10 Working with, and seeking to improve, different environmental services has been a key area of Pathfinder activity over the last three years. It has also been, as just discussed, an area where positive change is beginning to emerge. All respondents were asked how satisfied they were with the quality of different environmental services in their area and for four services there have been significant increases in satisfaction between 2004 and 2007:

- street cleaning (increased from 65% to 67%);
- maintenance of footpaths/pavements (increased from 58% to 61%);
- parks and open spaces (increased from 52% to 54%); and

- facilities for young children up to the age of 12 excluding schools (increased from 19% to 21%).

5.11 The increase in satisfaction with street cleaning was also notably higher than the comparator where satisfaction actually decreased by 1% to 67% (see Figure 5.5) – the only environmental service where satisfaction in Pathfinder areas improved more than in the comparator.



5.12 Both the comparator and all Pathfinder areas also saw a significant decrease in satisfaction with rubbish collection services (from 83% to 74% in all Pathfinders and 85% to 76% in the comparator), although it is likely that this change is a result of national or regional trends rather than specific Pathfinder activity.

5.13 The situation with respect to local facilities shows relatively little change in the last three years (see Figure 5.5). Satisfaction with facilities for young children up to the age of 12 has increased from 19% to 21% in Pathfinder areas (and a similar increase was also seen in the comparator). Satisfaction with local bus services, with social and leisure facilities and with facilities for teenagers has not changed significantly since 2004 in either Pathfinder areas or the comparator.

SATISFACTION WITH THE POLICE

- 5.14 Between 2004 and 2007 satisfaction with the police in Pathfinder areas rose by 7% points to 52% compared to a 2% point increase in the comparator (which was not statistically significant). Increases in satisfaction were seen across the majority of individual pathfinders and the main reason given by residents for increased satisfaction was the greater visibility of police and wardens (cited by 45% of all those Pathfinder residents whose satisfaction had increased since 2004).
- 5.15 All respondents were also asked if they had personally reported a crime in their neighbourhood in the last 12 months. Encouragingly 71% said that they had not. Of those who had reported a crime no one type of crime was obviously more prevalent than another and 43% of all those who had reported a crime were satisfied with the service they had received from the police. The figures for the comparator were very similar.

HOUSING

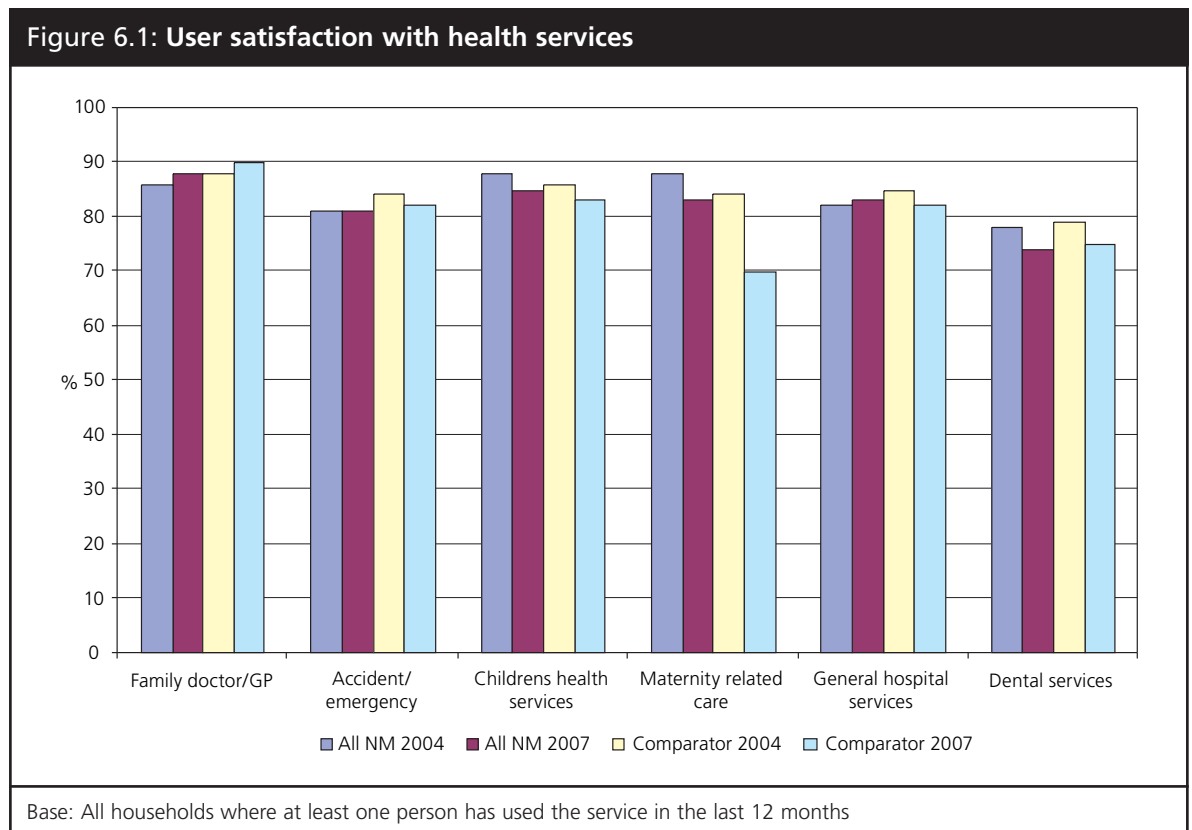
- 5.16 Housing tenure across the 15 Pathfinder areas varies, although overall, when compared to the national average⁵, many more people in the Pathfinder areas rent their accommodation and many fewer people own their property: 48% of respondents rented their accommodation compared to 29% nationally and 51% owned their property compared to 70% nationally. However, the overall mix of tenure has not changed within the Pathfinder areas over the last three years.
- 5.17 Of those who rent their accommodation, 45% rent from the local authority, 32% rent from a housing association, 18% rent from a private landlord and 4% rent from a range of other organisations or relatives/friends. In the comparator more people (52%) rent from the local authority.
- 5.18 All those renting were asked how satisfied they were with how their landlord provides services. Respondents who rent were more satisfied with how their landlord deals with repairs to their home, made improvements to their home, collected the rent and collected housing benefit, when comparing 2007 with 2004. There was however no change in satisfaction with how their landlord dealt with anti-social neighbours. All of these findings were broadly mirrored in the comparator.

CHAPTER 6

Other Services

SATISFACTION WITH HEALTH SERVICES

- 6.1 Although health services have not, to date, been a major focus of Pathfinder activities a number of Pathfinders have sought to influence local health services particularly those related to family doctor/GP or children's health services. However, because of the specific focus of activity (e.g. on small groups of people) we would not expect to be able to identify impact through a household survey.
- 6.2 Respondents who had used each main type of health service in the last 12 months were asked how satisfied they were with the service. The overall pattern is that satisfaction with all the main services is high; a pattern that is also observable in the comparator, suggesting a wider national trend. Between 2004 and 2007 satisfaction has not changed in respect of accident/emergency services (81% satisfied), children's health services (85%), maternity related care services (83%) and general hospital services (83%). It has however increased slightly for family doctor/GP services (from 86% to 88%) but decreased for dental services (from 78% to 74%). Whilst these changes are not all mirrored in the comparator it is unlikely that they reflect Pathfinder activity, rather they are more likely to reflect wider national or even local trends (see figure 6.1).



SATISFACTION WITH EDUCATION SERVICES

- 6.3 Like health services Pathfinder intervention and activity in education services has generally not been sufficiently extensive or of a scale that we would expect to identify measurable impacts through a general household survey. However, Pathfinders have engaged and worked with local schools and other education services so it may be possible, and more appropriate to examine and measure impact at the individual Pathfinder level, although that is beyond the scope of this particular report.
- 6.4 Satisfaction with most education services, of those households where at least one person has used those services, is generally high (around 80%) and has not changed from 2004 to 2007. The exception is with secondary schools where satisfaction was already notably lower in 2004 and actually fell from 2004 to 2007, from 72% to 67%. Whilst this change was not reflected in the comparator over the same time scale, satisfaction levels were lower there too (70% in 2007).

ACCESSIBILITY OF SERVICES

- 6.5 Respondents were asked whether there are any services that they find 'hard to get to' when they need to use them. Encouragingly 71% in 2007 (a similar proportion to 2004) felt that no services were hard to get to, and overall no one service stood out as particularly difficult to access. In fact between 2004 and 2007 there were even some modest improvements in perceived accessibility to leisure and entertainment facilities (9% of respondents felt they were difficult to access in 2004 but in 2007 7% did); GP/Family Doctor (8% in 2004, 7% in 2007); sports/fitness facilities (6% in 2004, 5% in 2007); and the supermarket (7% in 2004, 5% in 2007). Similar trends and results are also observable in the comparator which suggests that these results are not likely to be attributable to Pathfinder activity on the whole.
- 6.6 However, it is important to note that because of the varying nature of the Pathfinders – urban and rural - perceived accessibility does vary quite substantially between the Pathfinders (from 52% of respondents saying that no services are 'hard to get to' through to 83%).

CHAPTER 7

Employment and Income

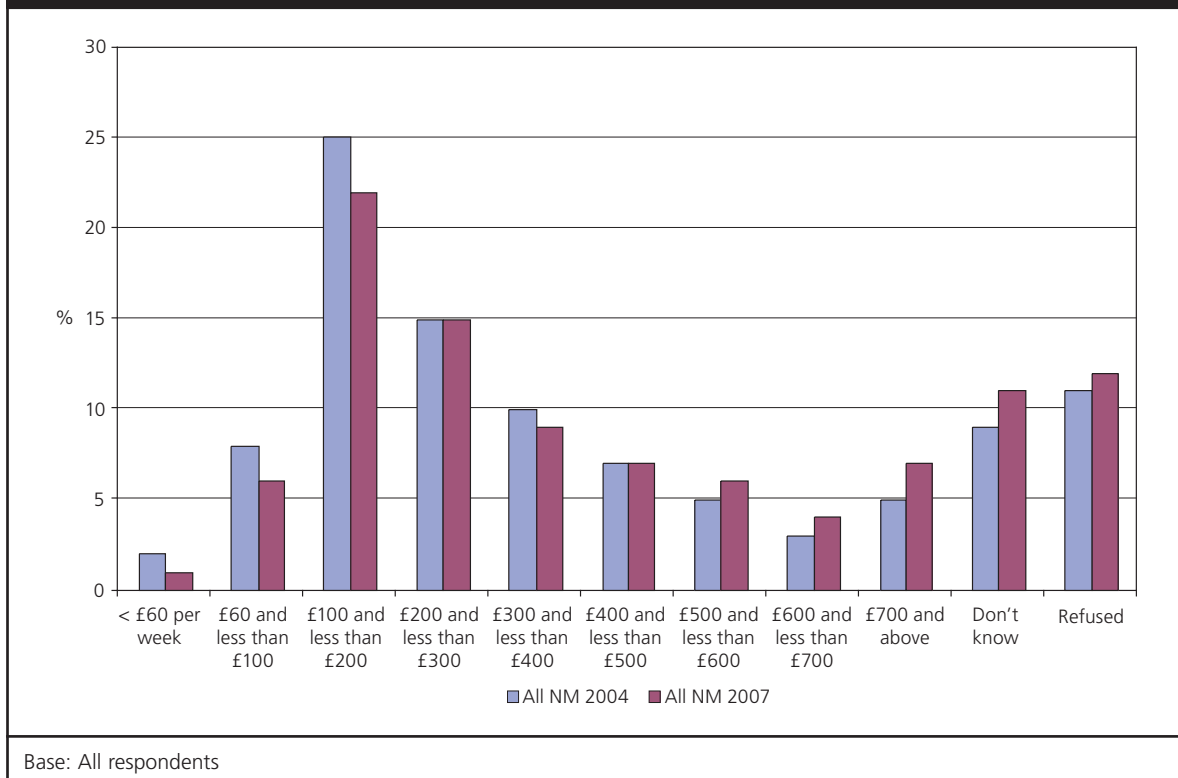
WORKING STATUS

- 7.1 Between 2004 and 2007 the demographic profile of the Pathfinder areas has not changed. The working status of respondents has also not changed significantly (30% working full-time and 3% registered unemployed/signing on for JSA in 2007) although there is a slightly higher proportion of 'retired' respondents in 2007 (increased from 26% to 28%) and a small increase in those with a long standing illness, disability or infirmity (from 33% to 35%). The picture in the comparator is much the same with little or no change occurring between 2004 and 2007.

HOUSEHOLD INCOME

- 7.2 There have been some modest but positive changes in household gross income. Average household income has grown by 9% between 2004 and 2007 from £295 per week to £321 per week. Within this overall average increase, the proportion of residents earning between £100 and £200 per week has fallen from 25% in 2004 to 22% in 2007, whilst at the higher end of the scale the proportion of residents earning £700 a week or above has increased from 5% to 7% (see Figure 7.1). Average household income in the comparator did not increase significantly, but at £327 per week, it has remained higher than the average across all Pathfinder areas.

Figure 7.1: Household weekly gross income



7.3 It is unlikely that the changes in the Pathfinder areas are a reflection of Pathfinder activities overall as economic development and tackling employment and worklessness issues have not been an early priority for many of the Pathfinders. Rather, changes are more likely to be a consequence of, and linked to, national economic growth, inflation and changes to the tax/benefit system.

CHAPTER 8

Summary and Conclusions

USING THE EVIDENCE

- 8.1 The two waves of household surveys of the 15 Round 2 areas provide an important evidence base for the Pathfinder national evaluation team but they also have wider value. They provide a comprehensive, reliable and varied range of data about how these 15 deprived areas have been changing in the last three years. They also provide insights and evidence about what difference the Pathfinders are making in their areas, complementing the other strands of fieldwork and research of the national evaluation.
- 8.2 As with all data some care needs to be taken in interpreting what the survey findings mean. We have erred on the side of caution in our analysis, only highlighting changes that are statistically significant, meaningful in scale and also plausible in the light of our wider experience of the Neighbourhood Management Pathfinders.

OVERVIEW OF PATHFINDER AREA CHANGES

- 8.3 This section summarises how Pathfinder areas have changed in the eyes of residents, and then compares this with the wider experience of residents in the comparator to assess how the Pathfinder experience differs from that of deprived areas more generally over the last three years.
- 8.4 Since 2004 the general picture of change across the 15 Pathfinder areas is largely positive, with residents identifying many aspects of their areas that have, in their view, improved. Residents are more satisfied with their neighbourhoods as a place to live than they were three years ago, and are more likely to think their neighbourhood is improving. They are noticeably more satisfied with their local police service and more satisfied with key local environmental services like street cleaning, and maintenance of footpaths and open spaces. Corresponding with this, residents generally see a wide range of local crime and environmental issues as less of a problem now, and are increasingly satisfied with the way that they are being dealt with. None of these issues have got worse in the eyes of residents, and most have improved.
- 8.5 More widely, there has been a general increase in satisfaction by those who rent with the housing services provided by their landlords. There has been a modest increase in feelings in neighbourliness across the Pathfinder areas. Many more residents are now aware of their local Pathfinder, with an average recognition rating of 45%, increased from 25%, and increases evident in every area.
- 8.6 Despite these improvements, it is important to remember that these areas remain deprived and, for most of these indicators, still well below the relevant national averages. A significant challenge still remains in these areas. It is also important to note that not all indicators have shown improvement. Satisfaction with health and education services in the

last three years has remained largely unchanged, although with some variations between specific services. There is also little evidence of any significant change in employment patterns or worklessness in these areas. Some specific services have also seen reductions in satisfaction, including dental services and rubbish collection, although these are likely to be national trends, and few services have shown reductions.

- 8.7 By comparing changes in the Pathfinder areas to the comparator it is possible to see that many of these changes are at least partly reflective of national changes in public services and wider social and economic trends. It is however also possible to see some evidence of a 'Pathfinder effect' as there are some changes in the Pathfinder areas that are clearly occurring faster, or even against the trend evident in the comparator.

COMPARING CHANGE IN PATHFINDER AREAS WITH THE COMPARATOR

- 8.8 Figure 8.1 summarises the key indicators where there has been a significant improvement across the Pathfinder areas and which was also significantly greater than any improvement in the comparator.

Figure 8.1: Pathfinder improvements over and above comparator improvements

Indicator	NM R2 Pathfinders			Comparator % point change (with 2007 figure)
	2004	2007	Change (% point)	
% satisfied with the area as a place to live	77%	79%	+2	0 (79%)
% of residents who think that their area has improved in the last 3 years	–	29%	–	24% (actual figure)
% of residents aware of the Pathfinder	25%	45%	+20	n/a
% of resident who think that drug dealing and use is a priority for improvement:	10%	5%	-5	0 (6%)
% of residents who think that the following are a problem:				
• Car crime	48%	37%	-11	-6 (38%)
• Vandalism and graffiti	55%	46%	-9	-4 (43%)
• Racial harassment	10%	8%	-2	0 (8%)
% of residents who identified litter and rubbish in the streets as problem in the area but are satisfied with the way it is being dealt with	37%	40%	+3	-3 (36%)
% of residents who are satisfied with street cleaning	65%	67%	+2	-1 (67%)
% satisfied with the police service in their area	45%	52%	+7	+2 (50%)

Source: SQW/GfK-NOP

- 8.9 There are few instances where improvements in the comparator exceed changes in the Pathfinder areas, therefore on nearly all indicators the Pathfinders either match or exceed the comparator – but rarely do worse.
- 8.10 Overall the evidence shows that the 15 Pathfinder areas have experienced faster improvement than the comparator in relation to satisfaction with area cleanliness and local policing both of which are likely to have, in turn, contributed to a modest overall increase in satisfaction with the area. Where these improvements are observed they are also generally observable in the majority of Pathfinder areas, not just a few. It is reasonable to conclude that whilst other local factors will have played some role, a significant proportion of these improvements are likely to be attributable to the activities of Neighbourhood Management Pathfinders in these areas.

8.11 Finally, it should be remembered, as noted earlier, that not all types of change can be readily measured by a household survey, and so this report should not be understood as the only source of evidence on the nature of the Pathfinders' impact. Other published reports from the evaluation team identify benefits (and issues) arising from Pathfinders' work with crime, the environment, housing, education, economic development and other service providers as well as with the community itself (paragraph 2.8 provides information on how to access these reports).

COMPARING ROUND 1 AND ROUND 2

8.12 The similarity of the questionnaires used in both the Round 1 and Round 2 surveys mean that it is possible to compare the results between the two Rounds. Round 1 and Round 2 Pathfinder areas share most characteristics, although Round 2 areas are generally slightly less deprived and also include more rural areas.

8.13 Overall, comparing the two sets of surveys (2003 and 2006 in Round 1 areas, and 2004 and 2007 in Round 2 areas) shows a very similar pattern of baseline issues and a very similar pattern and scale of change over time.

8.14 The main difference is that change in the Round 1 areas is generally slightly broader in scope (positive change is evident in more indicators) and slightly deeper (the level of change is greater). The main differences are as follows (a summary table of key indicators is presented in Annex A):

- Round 1 Pathfinder areas showed a 4% point increase in 'satisfaction with the area as a place to live', compared with a 2% point rise in Round 2 areas. However, Round 1 areas started from a lower base – initial satisfaction was 71% in Round 1 areas, compared with 77% in Round 2 areas
- Round 1 areas showed a 3% point increase in those who believe that they can influence local decisions, compared with only a 1% point increase in Round 2 areas (which is not statistically significant), with both starting from the same base of 23%.
- Round 1 areas showed a greater increase in satisfaction with environmental services in particular, and generally larger increases in satisfaction with the way that a range of local issues are being dealt with, particularly environmental issues (e.g. abandoned cars).
- Round 1 areas have achieved a higher profile locally, of 63%, compared to 45% for Round 2 areas, although the scale of increase over three years was similar (26% points compared to 20% points).

8.15 The main difference between the two Rounds of Pathfinders largely appears to be a perception of greater change in environmental services, and greater environmental improvements, in Round 1 areas, together with a greater awareness of the work of the Pathfinders in those areas. These differences are probably the likely drivers of the greater increase in satisfaction with the area as a whole, and the greater sense of local influence.

8.16 We suggest that these differences are likely to be influenced by three main factors:

- Firstly, and perhaps most importantly, the surveys in Round 2 areas have been conducted earlier in the lifetime of these Pathfinders than in Round 1 areas. The second wave survey in Round 2 areas was completed at the end of their second full year, whereas the second wave survey in Round 1 areas was completed at the end of their fourth full year, so they had had more time to deliver change.
- Secondly, Round 1 Pathfinders have had greater resources to deliver projects than Round 2 Pathfinders.
- Thirdly, Round 1 areas are generally more deprived and starting from a 'lower base' on many indicators, so change/improvement may be easier to show in some circumstances.

8.17 It is therefore to be expected that the Round 1 surveys should indicate a greater scale of change. What is perhaps of greatest interest, and most encouraging, is that the changes that Round 2 areas seem to be exhibiting, even with less resources and even at a relatively early stage in their lifetimes, are not far behind those of the Round 1 areas in most respects.

ANNEX A

Comparison of Round 1 and 2

Comparison of Round 1 and Round 2 Results for Key Indicators						
Indicator	Round 1 Pathfinders			Round 2 Pathfinders		
	2003	2006	Change	2004	2007	Change
Satisfaction with the area as a place to live	71%	75%	+4	77%	79%	+2
% of residents who think that their area has improved in the last 3 years	-	31%	-	-	29%	-
% of residents who think that their area is a place where neighbours look out for each other	56%	58%	+2	58%	60%	+2
% of residents who feel that they can influence decisions by local organisations	23%	26%	+3	23%	24%	+1
Resident priorities for improvement:						
• Facilities for teenagers	27%	25%	-2	30%	25%	-5
• Play areas and facilities for younger children	21%	17%	-4	23%	17%	-6
• Litter/rubbish	14%	14%	0	15%	15%	0
• Local Police Services	18%	16%	-2	16%	13%	-3
• General appearance of the area	14%	14%	0	12%	10%	-2
% of residents aware of the Pathfinder	37%	63%	+26	25%	45%	+20
% of residents who think that the following are a problem:						
• Abandoned cars	45%	25%	-20	33%	19%	-14
• Burglary	56%	42%	-14	45%	31%	-14
• Arson	29%	19%	-10	24%	17%	-7
• Vandalism and graffiti	62%	52%	-10	55%	46%	-9
• Litter and rubbish in the streets	69%	64%	-5	64%	60%	-4
• Teenagers hanging around on the street	64%	62%	-2	61%	58%	-3
% of residents who identified a problem in the area but are satisfied with the way it is being dealt with:						
• Abandoned cars	34%	50%	+16	42%	45%	+3
• Burglary	25%	31%	+6	29%	30%	+1
• Arson	30%	38%	+8	36%	36%	0
• Vandalism and graffiti	25%	33%	+8	31%	32%	+1
• Litter and rubbish in the streets	35%	42%	+7	37%	40%	+3
• Teenagers hanging around on the street	15%	23%	+8	18%	24%	+6
% of residents who are satisfied with:						
• Rubbish collection services	84%	85%	+1	83%	74%	-9
• Street cleaning	60%	68%	+8	65%	67%	+2
• Street lighting	78%	80%	+2	80%	79%	-1
• Maintenance of footpaths/pavements	52%	57%	+5	58%	61%	+3
• Parks or other open spaces	47%	53%	+6	52%	54%	+2
% of residents who are satisfied with:						
• Local bus services	54%	53%	-1	56%	57%	+1
• Social and leisure facilities	38%	37%	-1	40%	41%	+1
• Facilities for young children	17%	21%	+4	19%	21%	+3
• Facilities for teenagers	10%	11%	+1	10%	10%	0
% satisfied with the police service in their area	47%	53%	+6	45%	52%	+7
% of residents who find no services hard to access	63%	62%	-1	70%	71%	+1
Average household income per week (£)	270	299	+29	295	321	+26

Source: SQW/GfK-NOP