COMMUNITY WARDENS EVALUATION

NEW CROSS GATE - NDC

PREPARED FOR
NEW CROSS GATE - NDC

FEBRUARY 2006
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Contact Information:

Dr. Sarah Niles
EDAW
1A Lonsdale Square
London, N1 1EN

020 7700 9500
niless@edaw.co.uk

EDAW PLC PLANNING, DESIGN AND ECONOMIC DEVELOPMENT WORLDWIDE
introduction

THE BRIEF
The evaluation of the NXG warden scheme was undertaken on behalf of the NXG NDC, prior to the NDC making a decision to fund the continuation of the warden scheme to 2011. Specifically, the NDC wanted: “An evaluation of the effectiveness of community wardens and how they support crime reduction in the New Cross Gate NDC area and how to sustain this resource for the future”.

The scope of the evaluation as set out in the brief included:

• Assessing whether the wardens scheme achieved its own strategic objectives and helped the NDC to achieve its own goals;
• To assess levels the extent to which the warden scheme creates additional benefits to the NXG area beyond its main remit;
• To understand the impact of technology (portable CCTV cameras, radios, digital recorders) on the role of the wardens and NDC objectives and the effect they have on the community;
• To measure, wherever possible, the quantifiable impacts of the warden scheme;
• To understand the role the wardens play with regards to community development and integration.
• To understand the operational management of the programme and to make recommendations with regards to operational methods;
• To suggest, on the basis of the findings, a sustainable forward strategy.

EVALUATION METHODOLOGY
The evaluation was commissioned in August, 2005 and was completed during the period September and December 2005. We proposed a qualitative and quantitative analysis to produce a comprehensive evidence base that was sufficiently flexible to investigate the potentially wide range of impacts that the scheme may have on the NXG area and residents.

Our methodology included five key elements:

1. Collection of information and documentation for analysis and impact assessment
• Local crime and community safety data including numbers of notifiable offences broken down into theme for New Cross Gate and Lewisham, a displacement area around the NDC and Clapham Park (as a comparator area)
• The 2004 New Cross Gate MORI Survey
• The NDC’s own Neighbourhood Wardens Survey carried out in March 2004.
• Review of specific monitoring data and wardens key functions.
• Review of relevant documents.
• Wardens monthly reports to the NDC
• Crime and Community Safety Theme Group (Later Crime, Community Safety and Environment Theme Group) meeting minutes.
• Ongoing monitoring data (System-K)
• Joined wardens on an 8-hour patrol
• Attended warden team meetings
• Attended NDC Theme Group meeting
• Observed working relationship between Lewisham wardens and Lewisham CCTV

2. Review of management systems and organisational efficiency
• Assessment of programme systems (management, performance monitoring and impact assessment) using relevant documentation and consultations
• Investigation of the nature and effectiveness of management structures, e.g.
  • Nature of management structure and its components
  • Individual roles and responsibilities
  • Information exchange – reporting arrangements, meetings
  • Financial management, value for money indicators
  • Problem solving
  • Mechanisms for sharing best practice
  • Methods of involvement of target beneficiaries and community in influencing the development of the scheme.
• Review of Performance monitoring
  • Relevance of measurement used and ease of updating information
  • How monitoring systems relate to the aim of the project and their usefulness in establishing the overall impact of the wardens.

3. Consultation
• Consultations were used to identify the contribution/impact of the wardens and the effectiveness of their partnership work
• Consultees included
  • Metropolitan Police – Sgt. Nick Pendleton, Safer Neighbourhood Partnership
  • Metropolitan Police – PC Jaimie Elliott, Safer Neighbourhood Partnership
  • Metropolitan Police – PC Gary Arthurton, Safer Neighbourhood Partnership
  • Deptford-NXG PCSOs
  • Sonia Edwards, former NDC Crime and Community Safety Theme Group Manager
  • Bayo Kelekeun, Finance and Resource Manager
  • Clive Wilson, Chief Executive, NXG NDC
  • David Moynihan, Community Development Programme Manager
  • Angela Slaven, Head of Lewisham Crime Reduction Service
  • Steve Harrison, Lewisham Community Safety Team Manager
  • Trevor Dawkins, Lewisham ASBAT Manager
  • Maureen Parris, Operations Manager, Lewisham Warden Scheme
  • Robyn Linden, Lewisham Youth Offending Team
  • Zoe Fontaine, Youth Worker, NXG area
  • Ian Gentry, LBL CCTV
  • Martin Hyde, Lewisham Parks Regeneration Manager
  • Stuart Grant, Technical Specialist, Enviro-call
4. Beneficiary analysis

- We held 13 focus groups and local ‘embedding’ sessions (the latter where we met with community groups in situ) with residents of New Cross Gate. The groups included:
  - 999 Club
  - LOOP (Lifestyle Opportunities for Older People)
  - Recycled Juveniles Project
  - 170 Community Project
  - African Community Partnership
  - Crime and Community Safety Theme Group
  - Community Groups Forum representatives
  - Somerville TRA
  - Winslade TRA
  - Anthony and Hatfield Close TRA
  - Parents of Teenagers (with Community Researchers)
  - Businesses (with Community Researchers)

- In total we spoke to over 107 beneficiaries

- There are some groups of people with whom we wanted to speak but were unable to organise to meet as a group. In these cases we identified and met with a proxy who we felt was able to speak on behalf of the group. We collected the views of 13 key community representatives and community groups co-ordinators, including:
  - Father Owen Beaumont
  - 170 Community Project Co-ordinator
  - LOOP Co-ordinator
  - Hatcham Park TRA Chair
  - Farrow Lane TRA Representative
  - All Nations Co-ordinator
  - Indo-Chinese Project Co-ordinator
  - LOOP Co-ordinator
  - Recycled Juveniles Project Co-ordinator
  - Community Links Workers
  - Somerville Adventure Playground Co-ordinator
  - Crossways Academy Co-ordinator
  - The Gate Employment and Enterprise Agency

- Finally, we did commission Lewisham Youth Services to employ youth workers to solicit the area’s young people for their opinion of and relationship with the wardens. Unfortunately, the Youth Services workers were not able to complete the work in time for this evaluation report.

5. Synthesis and reporting

- All of the above material was analysed and synthesised to produce a report and recommend a forward strategy.
ISSUES
Two issues that complicated the evaluation were:

- One of our key criticisms of the management of the Warden Scheme is that there is no clear, effective and agreed management structure; this failure of the Scheme also made the evaluation more difficult as few people were clear about what their own roles are or should be and we were often uncertain about who to ask what questions;

- Secondly, the move of the wardens’ management from Housing to the Crime Reduction Service, as well as significant staff turnover, has meant a loss of institutional continuity and therefore institutional memory.
nxg wardens

PURPOSE OF AND COMMITMENT TO WARDENS
The neighbourhood warden programme was launched in the UK in 2000 when the DETR/Home Office funded a total of 84 schemes to March 2003. The majority of schemes – though not all – are run in neighbourhood renewal areas to provide a uniformed, semi-official patrolling presence. While there is no typical warden scheme, most include the following three objectives:

- Reduction of crime and the fear of crime;
- Reduction in anti-social behaviours (ASB);
- Environmental improvements.

Odpm/Home Office Perspective
The Home Office has three key community safety initiatives:

- Crime and Disorder Reduction Partnerships
- PCSO’s
- Neighbourhood and Street Wardens

Neighbourhood wardens are different to street wardens, the latter which provide highly visible uniformed patrols with a greater emphasis on tackling environmental issues such as dog fouling, litter and graffiti, in addition to promoting community safety. Street wardens especially are focused on deterring ASB and reducing the fear of crime.

Wardens are expected to work in conjunction with a large number of partners, ranging from CCTV centres to the Police. The key partners are the police who run a Safer Neighbourhood Partnership in the Deptford-NXG area; each neighbourhood partnership includes a dedicated sergeant, two police constables and four PCSOs. The Safer Neighbourhood Partnership seeks to do neighbourhood-based policing and therefore rely on local community input.

The National Community Safety Plan 2006-2009 outlines the future commitment to neighbourhood-based policing based on local intelligence. Wardens are important partners to local policing and the National Community Safety Plan notes that in areas with wardens, crime fell on average of 28% across 18 months from 2003 to 2004.

The Plan identifies the following priorities:

- Making communities stronger and more effective.
- Further reducing crime and anti-social behaviour.
- Creating safer environments.
- Protecting the public and building confidence.
- Improving people’s lives, so they are less likely to commit offences or re-offend.

The Plan looks for community safety to be prioritised by LSP’s, reflected in LAA’s and managed by Local Authorities. Funding for wardens, however, has never been mainstreamed across the Board. All warden schemes are expected to develop a Forward or Sustainability Strategy and to date over 70% of the original DETR/HO initiatives have identified on-going funding.
**Lewisham Perspective**

The Mayor of Lewisham has identified three priorities to create a ‘Safer Lewisham’ between 2005-2008. These are:

- Reducing ASB;
- Reducing hate crimes;
- Increasing confidence among those people travelling on public transport.

The Warden Service is one of the London Borough of Lewisham Mayor’s three goals for combating crime and ASB, these include:

- Police and warden patrols
- Removing environmental nuisances
- Ensuring that there are positive things to occupy young people

Crime and anti-social behaviour are the two greatest concerns of Lewisham residents. Community consultation for the 2006-2009 crime reduction strategy found that the public feel safer as a result of a greater of police (especially beat officers) and warden presence as well as with the Council becoming more effective in addressing local environmental issues.

Lewisham also has a Crime and Disorder Reduction Partnership including Police, LBL, and other organisations and businesses that develops and implements a strategy to tackle crime and disorder at the local level.

Because the NXG NDC wardens are managed through the Lewisham Wardens Service it is important to understand some of the general principles under which that service is run:

- LBL warden scheme wardens are either focused on crime and safety (high street and town centre areas) or community development (estates) - - NXG was designed to be both because of its size and dual issues
- It is important to recognise, however, that community development schemes, such as the one in the Honor Oak scheme, are also significantly more expensive to run than that of ‘visible presence’-only schemes
- LBL warden scheme operates in 7 areas of the Borough – all are funded from different sources and each is managed through a local steering group
- Because the LBL warden service ethos is to work to help vulnerable residents, activities such as hedge-trimming etc. that could prevent an older person being vulnerable to crime, are considered acceptable activities in which Wardens may engage
- Lewisham wardens generally do ‘local working’ in order to target specific area-based issues – so they need to work with and within existing neighbourhood structures
- Lewisham wardens are seen not as predominantly a patrolling presence but as community development workers and neighbourhood helpers – and the patrolling duty is the activity that creates a structure around which to achieve those roles
- Lewisham is looking at a model of delivering wardens as a peripatetic service – a 3-4 yr resource to hit trouble spots
- Wardens can only really have a community development role because of their limited ability to intervene; by being uniformed, visible and on the street, however, they have a keen grasp of community issues and how best to address them
- Community engagement and re-engagement is considered vital in the NXG area especially because of the transience of the population

**NXG NDC perspective**

Crime and community safety are key issues in the NXG NDC area. From the very beginning of the NXG NDC programme, crime was one of five key themes. At the time surveys had found that 38% of residents claimed to have at
some point been a victim of crime, with the elderly most fearful and the young perceived to be the perpetrators. High levels of anti-social behaviour and environmental crime were seen to be related to the paucity of youth facilities in the NXG area.

The specific NDC goals that the warden scheme is intended to address (and how they intend to address them) are:

- **C1**: Increase residents’ confidence in their area so that fear of crime becomes the exception, not the norm. (by being a visible presence in places and at times when people feel vulnerable)
- **C2**: Develop a culture whereby responsibility prevails so that criminal behaviour is recognised as unacceptable anti-social behaviour. (by challenging ASB and referring incidents to the housing office and/or police)
- **C3**: Reduce the number of robberies in New Cross Gate. (by being a visible presence and thereby deterring these crimes)
- **ENV2**: Reduce the perception of local residents regarding young people as the primary cause of neighbourhood problems. (by providing activities for young people and by engaging young people in community activities)
- **ENV3**: Improve residents’ perception of the environment. (by the timely reporting of enviro-crimes)
- **CCI1**: Establish a community infrastructure that empowers all local people to actively play a part in achieving aspirations, engaging in local community planning/decision-making processes and accessing a full range of services relevant to their needs. (by referring members of the community to other services).

While not begun until Year Three (2003-2004) of NDC funding, a neighbourhood warden scheme was first mooted in Year One to improve the feeling of security, reduce crime and victimisation and support community involvement. Key goals around the crime theme include:

- To increase residents’ feelings of safety and reduce the fear of crime
- To reduce the level of anti-social behaviour
- To intervene early and tackle risk factors likely to lead to future criminal behaviour
- To improve the security of local homes and business
- To set up local community support and early intervention structures

By Year 4 and after a year of service wardens are explicitly expected to contribute to the following six priorities:

- create safer public spaces
- support young people through warden-run youth diversion scheme
- support capacity-building for older people
- tackle domestic violence and hate crimes
- tackle substance misuse
- tackle domestic burglary

In Year 4 Wardens were also given a budget for youth diversion to empower staff to deliver diversionary activities without having to go through the project appraisal process. Wardens’ involvement in sport and leisure programmes was also expanded and wardens were asked to engage drug users with formal rehabilitation programmes.

A Community Safety Strategy was drafted in Year 4 to cover the years 2005-2011, with a focus on sustainability. For Year 5, the NDC prioritises the following:

1. Putting local communities at the heart of community safety
2. Having a clear focus on tackling: violent crime, including gun and knife crime; robbery; hate crime; domestic violence.
3. Reducing the use of illegal drugs and alcohol misuse.
4. Reducing anti-social behaviour, including environmental nuisance.
5. Focus on tackling offending behaviour is a coordinated way.
7. Protect young people from fear of crime and the stigma of criminalisation.
8. Address cross-boundary crime.
9. Improve communication with stakeholders.
10. Make the NDC’s interventions sustainable.

In general, the forward strategy for community safety proposes that the Wardens should be used to join-up the various community safety activities in order to ‘mesh the different NDC themes together’.

There are no specific additional expectations made of the Wardens in Year 5, it should, however, be recognised that there are some changes in the expectations of which are the key issues to tackle.

**THE NDC WARDEN PROJECT BID**

The project bid asserts the importance of wardens being more than a security patrol, and instead that they should take a holistic approach to community safety by providing diversionary activities.

It is important to point out that the original project bid asserts that one of the central roles for wardens is to ‘form a critical interface with the NDC programme and the community [and to] play a key role in engaging the community with the programme.’

According to the project appraisal bid ‘engaging the community’ was intended to be achieved in the following ways:

- Through an on-street presence, meeting people in their own environments;
- Disseminating information;
- Undertaking surveys when required;
- Assisting with consultation and community involvement;
- Focussing on types of disorder and environmental nuisance of concern to NDC residents and businesses;
- Promoting other NDC projects;
- Receiving feedback;
- Targeting hard-to-hear groups and isolated individuals on key issues like the environment, crime and anti-social behaviour.

The bid outlines the following key aims and objectives of the NXG wardens’ service:

- To deter crime and anti-social behaviour through a highly visible and targeted presence;
- To reduce the fear of crime and encourage people to make fuller use of public spaces;
- To improve the quality of the environment by deterring enviro-crime and promptly reporting environmental defects;
- To work with service providers in the voluntary and statutory sectors in order to foster social inclusion;
- To observe and report information on crime and ASB to police and LBL;
- To foster and support community relationships and encourage a sense of pride and ownership in the neighbourhood;
- To support vulnerable individuals within the scheme area;
- To promote the activities of the NDC programme and encourage community participation in all.

The original project specification does acknowledge the central role of warden patrols, which it agrees should occupy 60-75% of the wardens’ time with a target of meeting 80% of this figure on any assigned patrol. The remainder of the wardens’ time is proposed to be spent on reporting, training, briefing, community activities, supporting businesses, etc.

In practice, however, the project appraisal bid does acknowledge that some activities would be carried out in the course of patrolling, for example, visiting vulnerable tenants, identifying abandoned cars, escorting children home from school, etc.
EVOLUTION OF THE NXG WARDENS’ ROLE

The Head Warden considers the following to be the three main goals of the Service:

1. **Community development:** especially working with groups and individual vulnerable residents such as those at the 999 centre, All Saints Church and with youth, especially through the Youth Club; as well as being a presence at NDC events and promoting the NDC in the community;

2. **Environment:** spotting enviro-crime and nuisance, reporting these quickly and directly to LBL and ensuring their removal; the environment work sometime also be related to the safety mandate – e.g. cutting down an overgrown tree for a vulnerable resident

3. **Safety:** patrolling; becoming familiar with residents and being a reassuring presence; going to TRA meetings and both feeding back and hearing about issues; responding to emergency calls; running the retail radio; door-knocking on vulnerable residents

**Geographical specificity**

Early on in the programme patrolling was the key activity undertaken by the wardens. Since then, patrolling has evolved to become more strategic as the wardens got to know the area and were able to target hotspots.

As the service evolved, the NDC area was split into five sectors and two wardens were assigned to each so that there was a point-warden for every area who would specialise in knowing the area and whenever possible attend the TRA meetings for that area.

**Community development**

Over time, however, it is fair to say that the patrolling functions have come to share priority with community development work and environment work. The relationship can be seen as thus:

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Reduced and less effective patrolling

Effective and engaged patrolling

Wardens get to know community

Wardens identify and are asked to do more in the community

Wardens have less time to patrol
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This evolution to a greater community engagement role was greatly intensified with the purchase of an NDC Warden **mini-bus**. With the mini-bus, wardens were able to engage with NDC-sponsored community groups by providing them with driving services and these groups now often appear to consider the wardens to be a driving service on behalf of the NDC, calling on the wardens regularly for driving support (See Appendix A for an overview of how many regular and occasional community development activities involve driving). While the wardens are heavily involved in driving activities, it is not clear that these should be classified as community development as they make the community dependent on the wardens, and thus the NDC. It is also not clear that this driving service makes the wardens more valuable to the community – while residents and groups do value these transportation facilities, they do not necessarily value the wardens for providing this service; because the sheer amount of driving they do removes
them from patrolling, it is in fact the case that indirectly, residents on the whole value the wardens less as a result of the amount of time given over to driving the mini-bus. In fact, there exists no good argument for not replacing the wardens with other volunteer or paid drivers provided through the community development branch of the NDC.

Given the increasing importance on community development work by the wardens, they were also given one each of the NDC’s thematic areas of community development to champion: health, employment, business and enterprise, education, environment and crime.

The development of thematic specialisms for each of the wardens achieves two key things:

1. A way to identify and work directly with the NDC and to gain ownership of something within the warden programme.
2. A way to give wardens a specific skill that they can take forward to other jobs – a way to create some career progression opportunities in a job with little chance for advancement.

The Head Warden will be seeking to develop targets for individual wardens within their assigned thematic area once those wardens have all received appropriate training/support to develop the programmes they wish to develop.

**A responsive service**

The purpose of the warden service, however, is to be responsive and so in practice they tend to work in bursts according to the response required to address key issues that are being raised. For example, if there is a localised increase in fly-tipping or abandoned vehicles or noise nuisance from mini-motors, the wardens will concentrate (although not exclusively) to resolve these key issues as they arise.

**WARDENS – VARIETY OF DUTIES**

The Wardens perform a wide range of duties in the NXG NDC area, including:

- Patrolling – visible presence, reassurance – for example meeting the school close at 3.30pm, speaking at school assemblies and patrolling NX High Street between 5.30pm and 7pm
- Patrolling – using power of persuasion and knowledge of community to address ASB
- Patrolling – using relationship with police to check up on known problem spots and suspicious activities
- Patrolling – enviro-crime reporting – cameras, mobiles, contributing to database of abandoned cars etc.
- Responding to reports of crime, anti-social behaviour and enviro-crime.
- Monitoring CCTV cameras and providing footage to the Police, etc.
- Attending TRA meetings, informing the community of their actions, sometimes through a presentation, and taking away crime, environmental, nuisance issues
- Attending other meetings – with partners, community groups, school assemblies etc.
- Attending community fêtes, fairs, BBQs to act as visible reassurance and engage in informal conversations and information exchange with residents and service providers.
- Community Development – picking-up and dropping-off community members using the Wardens’ mini-van both for weekly trips and specially arranged excursions.
- Community Development – calling in on community groups to informally share knowledge.
- Community Development – calling in on businesses to keep up to date with crime and anti-social behaviour developments.
- Community Development – being NDC ambassadors – attending NDC events, working on NDC community development projects, fielding complaints about the NDC from residents.
- Assisting the NDC – delivering NDC leaflets, door-knocking on behalf of the NDC, moving furniture and doing odd-jobs for the NDC.
- Safety – escorting individuals, especially the elderly, to the shops (eg. Post Office to collect pension) or home.
- Safety – calling in on known vulnerable or alone individuals.
• Safety - collection of dangerous objects in a safe manner and passing them on to the police eg. Needles and knives.

The table in Appendix One outlines some of the wardens regular (weekly) community development duties.

The only power that the wardens have is persuasion and building relationships is the best way to exercise this power. Building good relationships with individuals in the community and the agencies that operate there means that the wardens are better able to achieve their goals.

One of the key bits of community development that the wardens do is to drive around community groups in the Wardens’ mini-van. The original intention was to have Wardens driving residents to activities in order to make the residents feel less alone and vulnerable and to build relationships, which is key to the Wardens other work around safety and security. Requests for driving the minivan, however, have soared, which has impacted on the time the Wardens have available to patrol. The Wardens are increasingly also expected to be ‘on hand’ to do removals on behalf of the NDC and some other groups. The Wardens will need more training and should be given more assistance from the NDC in order to engage in more serious community development.

The ambassadorial role that wardens play for the NDC should also not be underestimated. The public perceive wardens to be the NDC as they are considered to be the most visible community-facing delivery body of the NDC. As a result, wardens are important in getting residents involved and attending meetings. Wardens are also effective marketers for the NDC.

The particular duties that the wardens take on need to be understood in light of other safety and security and diversionary activities in the NXG area, in particular:

- Community policing
- PCSOs
- CCTV
- Designing-out crime -- wardens also have role to play here though reporting lights out etc.
- Youth work

These other measures also provide similar services and the role and duties that the wardens have adopted take these into account.

**DUPPLICATION OF WARDEN ROLES WITH THAT OF OTHER SERVICE PROVIDERS**

One concern in the provision of warden services is that wardens will simply duplicate services already provided by other organisations and agencies. The most obvious opportunities for overlap are with police community safety teams and/or PCSO’s and with youth workers. There is also some potential for overlap with the Enviro-call service.

Consultation with the Police Community Safety Team revealed no concern for duplication:

- Police community safety teams were set up to deal with gap between high-profile crimes and ASB;
- The Police Constables rely on the wardens knowledge and relationships with the community, especially young people, to help police identify and target the ring leaders of ASB and other nuisances
- The Police find that young people open up to wardens in a way they would not with police and that wardens can provide on-the-ground information because of the extent and nature of the wardens’ interaction with young people
- Wardens also often know the parents of young people and often try to work with them
- The Police value their relationships with wardens so much that they want their own office at Hatfield Close – at present they find themselves going in 3-4 times a week

While PCSOs were expected to be the arm of the Police that built up community relationships, they nonetheless see a clear distinction between their role and that of the wardens.
• PCSOs do not have the same opportunity to interact with young people in a non-official way (e.g., by taking young people out to events, holiday camps, sports activities etc.) so they are less able to develop the same trusting relationships.
• The PCSOs feel that young people perceive them to be no different to Police and are therefore unlikely to trust PCSOs.
• Wardens will address Council issues and other concerns that the PCSOs wouldn’t handle (for example, issues related to the environment, abandoned cars, etc.).
• Wardens act as a confidante for anyone who is reluctant to talk to the Police or PCSOs for fear of looking like a ‘grass’ or making themselves vulnerable to retaliation.

The Police and PCSOs clearly value the role of Wardens and see a clear distinction between the Wardens’ role and their own. Most valued is the work that Wardens do with the community – especially young people – and the environment. This, they feel, leaves the Police and PCSOs available to crack down on ASB and other minor crimes.

The other potential overlap is with the detached youth workers as they come on stream; however, local youth workers claim that they will still look to the wardens for assistance given the unique role the wardens play. This is because:
• Once the detached youth workers are set up, they will only be working two evenings a week for two hours, which is not enough to get a thorough understanding of how the community works and what are all the issues that a diverse group of young people face;
• The same detached youth workers will not be working in the same area every week so they will not have the opportunity to build up strong relationships with the young people;
• Detached, or any other youth workers, will not get an opportunity to get to know the community in the same way that wardens who work with all members in the community – including the parents, friends and schools of young people – do;
• Young people recognise the big, tangible events in their lives so activities like the basketball tournaments and others organised by the wardens help to create a strong link between wardens and youth that the youth service has no similar way to achieve.

The final opportunity for duplication in roles is with the Environment Team. The clear message, however, is that the sheer extent and intensity of coverage by the wardens means that the wardens often post more enviro-crime reports than the Environment Team officers themselves. The Environment Team is working more and more closely with the Wardens – for example, by giving them cam-to-web hand-helds to upload and send photographs and reports.

**TYPICAL SHIFT**

The NXG Wardens scheme currently employs 13 wardens on two shifts, 6 days a week. After accounting for training, annual leave, other leave and sickness, this averages to 5 wardens per shift, with an overlap of four hours between 2pm and 6pm when there are 10 wardens on shift.

One warden is supposed to be in the office receiving calls and monitoring the radios at all times – meaning that on any shift, four wardens are available to patrol.

Each shift is 7 hours after accounting for a one-hour break.

The following other mandatory activities must also be accounted for:
• 1 hr report-writing
• .5 hr briefing
• 1-2 hrs community work
• 1-2hrs responding to emergency calls

All of these mandatory activities represent 50%-79% of each shift – leaving only 21%-50% available to patrol.
Because of the four-hour shift overlap it is possible to ensure that there is more patrolling time dedicated in any given day, but it is nonetheless important to recognise the limits to dedicated patrolling time.

However, given the need to patrol and protect vulnerable residents, the latter are much more likely to see wardens on patrol than general members of the public – and this was borne out in our findings.

The contract also recognises that the size of the NDC area might be too large to cover effectively during patrolling time (when I was on patrol it took 4.5 hours to cover the whole area – including 2 responses to emergency calls which meant we were forced to cover over previously patrolled areas) and that bicycles should be used so that the wardens can cover more ground or that wardens might be driven between areas. It appears, however, that in practice the community did not like the use of bicycles and these are therefore not used frequently.

Patrolling with the wardens provides a much better understanding of the many ways in which absolute coverage during patrolling can be limited by the very activities that that patrolling is intended to address. One one 8-hour shift, the wardens identified six environmental issues – ranging from flooding in a boarded up flat to smashed lights in a communal stairwell and a serious fly-tipping incident – all of which took between 15 minutes to ½ hour to secure, collect evidence, record and/or report.

**PARTNERSHIP WORK**

The wardens also work with a number of partner agencies. We have found that on the whole these are very effective partnerships that benefit both partners. The wardens’ responsiveness/follow-up protocols were the only complaint.

NXG Warden scheme partners include:
- NXG NDC
- Police
- PCSOs
- LBL Youth Offending Team
- LBL Youth workers/Youth service
- Kender Housing Estate (Hyde Housing, Lewisham Housing)
- LBL Environment Team
- LBL Enviro-call
- TIL Streets
- Lewisham Parks and their contractors

Reports from partner organisations are that the Head Warden has been very pro-active in forging links with other agencies working in the area.

**TRAINING**

All wardens receive the following training:
- Induction training as probationers – which includes training on their specific duties and broad training on communication, language, negotiation, confidentiality (warden induction training)
- Compulsory corporate training – on domestic violence, drug screening and paraphernalia, and two others
- 2+ training sessions per year from the Corporate Development Book
- The wardens are also evaluated every year for any other global training they require

While the wardens do receive community leadership training, they do not get community development training per se, nor do wardens receive training for working with young people or vulnerable adults.

**CAREER PROGRESSION**
Career progression for wardens is limited. While there is some structure (warden – senior warden – deputy head warden – head warden), the first step up to senior warden requires few additional skills and has limited new responsibilities. After senior warden, the opportunity to move to deputy or head warden is very limited by the small number of those posts available.

In addition to the limited career progression opportunities, Lewisham wardens are paid less than wardens in nearby Boroughs such as Lambeth and Southwark. As a result, ambitious wardens are likely to move out of the Borough to progress their careers. Other wardens are lost to the Met Police, which is considered a more challenging role.

CONCLUSION
We draw the following conclusions about the role of the wardens:

- The NXG warden service was initially set up to be a responsive service with a relatively open-ended job description;
- Now, the remit of the NXG wardens is too wide for the size of the service and this has negatively impacted on the time available for patrolling;
- The wardens have a unique position in the NXG community because their ‘on the street’ work allows them to create and sustain relationships with community members;
- The wardens have developed effective relationships with a wide range of community and agency partners;
- The wardens role is clearly defined and distinct from that of PCSOs and youth workers;
- Whereas elsewhere in the Borough wardens are either neighbourhood or street-based, in NXG they are both, however, high expectations from the community and NDC for the wardens to attend or assist at a wide variety of events and the availability of a mini-van have put huge pressure on the service to fulfil its street warden function.
MEASURING THE IMPACT OF THE NXG WARDENS

When attempting to measure the impact of a Warden scheme, it is important to keep sight of the anticipated outcomes and what can and should be expected over what period of time.

The project appraisal bid indicates very few quantifiable targets against which the scheme could be measured. There are also a number of significant issues associated with measuring the success of the wardens project in NXG quantitatively, including:

- Deciding what is a significant impact for the wardens is challenging – especially when the scheme has only been in place a short time;
- Fear of crime and a sense of safety are not easily, objectively measurable, nor are they necessarily related to the actual number of crimes in an area;
- Many of the ways in which the Wardens will look to decrease crime will only be influential over a period of time, for example, youth diversion project and community projects;
- Crime statistics can increase when people feel safer; communities that believe they are supported might be more willing to report crimes and ASB, thereby increasing the number of incidents that are recorded.

Because of the problems in measuring the impact of the NXG wardens quantitatively, we chose to also focus on the results of consultations with the wardens’ key partners and community beneficiaries. Rather than trying to quantify the unquantifiable, we have chosen to conduct focus groups to gauge the impact of the warden service on the community. Focus groups and other conversation-style consultations allowed us to probe the exact nature of people’s interactions with wardens and the basis of their opinion of the service. The rest of this section divides our results by quantitative and qualitative results.

QUANTITATIVE ANALYSIS

Targets

Performance monitoring data record progress on targets that were set out in the project bid document to cover a three-year period. The targets and achievements against those targets are listed in the following table. Please note that one, we do not have completed monitoring forms for 2004-2005 so the table only reflects two of four quarters; two, that the actual outputs and rate of achievement for 2005-2006 is based on actual results and forecasts to the end of the FY.

Overall achievements are in-line with targets, with a notable exception:

- Recruitment of wardens has not been timely.

It is also worth pointing out that in many cases the warden scheme has greatly over-achieved its targets. While this may be commendable, if the targets were reasonable we should ask how the wardens managed to achieve this and whether it came at the expense of other responsibilities. Targets that have over-achieved at very high rates should be re-set or managed closely to ensure they have not taken precedence over other non-quantitative responsibilities.
### Evaluation of the NXG Wardens Scheme

<table>
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<tr>
<th>Year</th>
<th>Goals</th>
<th>Target</th>
<th>Actual*</th>
<th>% Achieved</th>
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<tr>
<td></td>
<td>No. of safety initiatives</td>
<td>4</td>
<td>4</td>
<td>100%</td>
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</tr>
<tr>
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<td>100%</td>
</tr>
<tr>
<td></td>
<td>No. of people obtaining formal quals</td>
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<td>30</td>
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<td>No. of victims contacted for support/advice</td>
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<td>1150%</td>
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<td>No. of trips</td>
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<td>7353</td>
<td>100%</td>
</tr>
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<td>public funding - cash</td>
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<td>No. of wardens recruited</td>
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<td>100%</td>
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<td>No. of victims contacted for support/advice</td>
<td>20</td>
<td>35</td>
<td>175%</td>
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</tbody>
</table>

*plus forecast, in the case of 05-06

### Reported Crime

According to the Safer Neighbourhood Team in the area, NXG is no more of a crime hotspot that any other Inner London Borough. The Safer Neighbourhood Team identify the following key issues in the area:

- A handful of burglaries (often related to drug dependence)
- Street robberies – mostly young kids
- Teen on teen robberies and teen on student robberies
- Opportunistic crime
- Youth ‘gangs’ – NXG vs. Peckham, Deptford which is especially detrimental for young people and their aspirations
- Anti-social behaviour (ASB)

As the Warden Scheme did not start until June, 2003, it is difficult to identify strong trends in their impact on crime. Yet, because of the type of deterrent they are any impacts should be immediate. We have therefore looked at the change in crime levels since 2002-2003, which we consider to be Year Zero.

Assuming that the NXG Warden Service has been successful, we would expect the following:
- Year One (2003-2004): First year of warden service – here, we assume a drop in those crimes that wardens should have a role in deterring (e.g., street crime (theft of personal property and snatches), burglary, and to some extent criminal damage.
- Year Two (2004-2005): Second year of warden service – we would assume a continuation of trends from Year One.

Our analysis suggests that street crime – the number one crime type against which wardens are used as a deterrent – has declined as a proportion of all crime since 2001-2002 (see below). While this trend is not notable relative to Lewisham as a whole, it is important to note that while Lewisham a whole saw an increase in 2003-2004, this was minimal in NXG.

The following chart (see overleaf) shows the overall changes in the relative significance of different types of crimes. Theft and handling, burglary and robbery have all declined in their relative contribution to overall crime levels in NXG. Trends are similar though not quite so pronounced in Lewisham. The relative decline of theft and handling in particular, is not nearly so steep in Lewisham as a whole – where it continues to represent around 35% of all crime. The relative increase in drugs crimes and criminal damage in NXG suggest an argument for re-focusing the warden’s attention.
Looking at trends in the number of crimes, we can see that not only have theft and handling and burglary declined proportionately, they have also declined absolutely. Robbery has neither significantly increased nor decreased.

We can further analyse the success of the New Cross Gate warden scheme by comparing trends in crime in NXG to trends in another NDC area that is also running a warden scheme. The following table (see overleaf) shows the rate of change over time for different categories of criminal activities in the first and second years of the New Cross Gate and Clapham Park NDC areas, respectively. For those categories of crime that are most likely to be deterred by the presence of wardens, namely robbery, theft, burglary and criminal damage, the analysis suggests that the NXG Wardens have been no less effective than another, similar scheme. Two significant differences, however, are a better result in curtailing theft in NXG and a rather less significant impact on criminal damage.
Finally, it is useful to identify the extent to which any reduction in street crime or other criminal activity has simply been displaced to the area surrounding New Cross Gate. An analysis of data supplied by the Metropolitan Police Service shows no evidence that either burglary or criminal damage was displaced into the areas to the South (Telegraph Hill), East (Deptford/Fordham Park) or West (Peckham borders) of the NXG NDC area. The analysis does suggest, however, that some amount of street crime might have been pushed out of the NDC into the Deptford/Fordham Park and Peckham border areas (see Figure and corresponding data table, below).

A map of the three displacement areas that have been considered is included in Appendix B.

**Residents’ Experience of Safety and Crime**

While NXG does not suffer disproportionately from crime, residents in the community are very fearful of crime, which is known to undermine community participation. Several community surveys have attempted to measure the fear of crime in the area.

**MORI Household Survey, March 2004**

- 63% of respondents have heard of the Wardens scheme.
- 43% of respondents had ‘directly benefited from, used or attended’ the Wardens scheme.
• 31% said that the Wardens scheme had improved their own, their household’s or their area’s quality of life ‘a fair amount’; 20% responded with ‘not at all’.

New Cross Gate review of Warden Service, 2004 (conducted by the Wardens)

The survey asked 118 people a series of questions relating to perceptions of safety, the operation of the Wardens scheme, reporting of crime, perceptions of crime and other issues in the area and views of New Cross Gate as a place to live.

The main themes to emerge were:

• Many people, especially women, feel less safe after dark and this fear prevents people from walking alone; the warden scheme, however, has helped to make people feel safer.

• Almost all residents (just under 90% are aware of the wardens scheme) – most feel that the most important contributions of the wardens is patrolling and supporting vulnerable residents, especially in the evening.

• The presence of the wardens makes residents more likely to report a crime and residents are generally more likely to report a crime to wardens that to the Police.

• After the isolation of vulnerable groups, environmental crimes (graffiti/vandalism) are most widely perceived to be the serious problems in NXG, drugs, gangs and knives and guns were ranked as serious by fewer groups although young people were more likely to cite these as serious issues.

• While most residents felt that the area had improved in the past three years, the majority felt that there was no great sense of community in the area and that this was especially true in the case of intergenerational relations.

QUALITATIVE IMPACT

These are observations of the Warden’s role, contribution and effectiveness from each of the area’s stakeholders:

Youth workers

• the wardens spearheaded and championed the development of what is considered to be a much needed youth club in the area;

• the wardens located the youth club sympathetically – at the All Saints church – so as not to fuel tensions with youths from Peckham with whom the NXG youths spar across the Lewisham-Southwark border (and which makes locations such as the Barnes Wallis Centre problematic);

• the youth club, which is staffed by LBL youth workers and is run on Tuesday evenings, attracts 40-50 young people some nights;

• On Tuesday evenings (youth centre nights) the wardens’ role is mostly to set up and pack up – as there is some recognised fear by both the youth workers and the wardens themselves in working with young people without all the appropriate training. This is unfortunate as the resources and therefore ability to commit to the youth centre is much greater on the part of the wardens than the youth workers.

• During the holidays the wardens help run activities with the youth clubs – the PCSO’s acknowledge that these activities have brought down youth crime and disorder during the school holiday period;

• The wardens have been involved in organising sports teams and other activities, sometimes with the partnership of the youth service;

• Because of their relationship with young people the wardens are made aware of when rival turf gangs – particularly youths from Peckham – are planning to confront youths from NXG; wardens will go the hot spots and have made a significant contribution to diffusing what could be potentially dangerous situation;

• There have also been a number of other situations between local youths and other – sometimes menacing – individuals that the wardens have diffused.
Youth Offending Teams

- The Youth Offending Team work frequently with the NXG Warden Scheme;
- Wardens have a way of establishing relationships with young people (patrolling) and also a way to actively build those relationships (through youth activities);
- Because there have not been any detached youth workers in Lewisham, YOT often go to wardens to find out what is happening on the street;
- This role will remain important even once detached workers are introduced; the number of detached youth workers will be limited to two and they will only work for a couple of hours on average every other week;
- The YOT also appreciate that the more flexible working hours of the wardens (until 10pm) are especially helpful for working with young people;
- The YOT considers wardens to be essentially working as (untrained) detached youth workers by meeting with, building relationships with and advising young people – LBL acknowledges that there is a significant need for more detached youth working in this area.

Housing – decant team

- The Kender housing office Decant Team regularly use the NXG wardens to provide assistance with evictions and squatters;
- The wardens often accompany decant team staff on evictions as decanters often feel vulnerable on these occasions – (given the regeneration of the area there are frequent decanting programmes and evictions);
- The wardens are also notified of units that are coming vacant and keep an eye on these so they are not squatted and the decant staff feel that the wardens’ attention to vacant units has been key to the low squat rate;
- The decant team also use the wardens to accompany them on site visits when staff feel vulnerable;
- Supporting the decant team staff when they feel vulnerable has allowed those staff to be more responsive to community needs.

Housing – neighbourhood office

- Wardens are often asked to accompany housing staff on calls when those staff feel vulnerable – this is very important to their being able to do their jobs;
- Wardens have enabled neighbourhood officers to be more responsive and effective because they can ask a Warden to accompany them on a house visit – they can respond more quickly because a warden will accompany them rather than having to wait for an escort to go to home visits and occupancy checks;
- Because neighbourhood workers are also working ‘on-the-ground’ they work closely with the wardens – sharing information and neighbourhood workers often make emergency calls to the wardens;
- Wardens and Neighbourhood officers often refer issues (especially ASB) between them and share information on anything that appears suspicious;
- Their close relationship with the wardens is likely due to wardens’ initial office location in the Kender housing office;
- While this role is probably one of the obvious ones to limit in a re-specified wardens scheme for NXG, it is important to recognise that this role was, in fact, specifically included in the original project bid.

Housing (caretaking)

- Wardens and the housing caretaking team consult one another on an ad hoc basis in order to notify each other of any significant issues;
- Wardens, we were told, are very responsive to issues raised – especially ASB – but do not often feed back to Caretaking on what action was taken or whether there was a resolution to their concern;
The Head of Caretaking thinks the patrolling function of the wardens is vital – he saw a significant increase in crime and ASB after caretakers were replaced by CCTV on housing estates.

Council – Environment - Parks

- Wardens are considered to be very proactive in their response to issues by the Environment division and they have worked closely together on a number of issues;
- When the contractor was unwilling or unable to do so, the NXG Wardens were key to providing activities in Eckington Gardens to populate the Park and therefore make it safe and viable – wardens set up basketball and other activities/events and when Eckington Gardens was tipped for a Green Flag award the judges visited the wardens office and commented on the excellent partnership between them;
- Wardens also helped the park service sort out issues at Telegraph Hill Park – the wardens happy to do so because they recognised that although it is outside the NDC area, ASB in the Park was in part due to its displacement from NDC areas – Parks service called on Gerry to help to move on gangs of youths and undesirables in the evening and they provided a physical presence;
- The Parks service also commented that NXG wardens were the only ones with whom they had such a productive relationship – these are the only wardens they know by name.

Council – CCTV

- The Council’s and Warden’s CCTV systems are autonomous, i.e., warden’s CCTV system is remote – not connected into Lewisham Centre;
- CCTV cameras in Lewisham are monitored 24 hours a day and cooperation between them and wardens etc. can work in one of two ways: 1) if monitors see crime or ASB etc they report to police or wardens as appropriate, or 2) wardens can report as issue to CCTV who will turn cameras on incident for a record of what has happened;
- Sometimes CCTV monitors see something happening but aren’t sure whether it is escalating or is a problem – this is when they are more likely to dispatch wardens to be ears and mouths;
- The CCTV scheme do not work closely with the wardens in NXG; in part this is due to the fact that the Wardens there run their own CCTV system and there are hardly any Lewisham cameras.

Council – enviro-call

- Wardens currently log, photograph and report environmental crimes and nuisances to Enviro-call at the end of every shift;
- Wardens will soon carry cam-to-web devices to immediately upload and send pictures of enviro-crimes to the Environment Division;
- Enviro-call staff claim that NXG Wardens will often report more environmental nuisance or crime incidents in a month than their own staff will.

Police – Safer Neighbourhood Partnership

- The Police see the role of the wardens as 80% ASB and environmental crime; they don’t see wardens having much ability to impact on other types of crime;
- Whereas Police and PCSOs have the skills and the responsibility to address crime directly, they see the role of the wardens to reassure the public;
- Wardens assist the Police Safer Neighbourhood Partnership is a variety of ways:
  • The Wardens act as go-betweens between the police and community
    - The Wardens have considerable local knowledge – especially young people, their parents, their friends
    - They receive information and contact details from those unlikely to talk directly to the Police
    - Especially young people but also others will give wardens information that they would not take directly to the police, but which the wardens will pass on to the police
• Police share some intelligence with the Wardens so that the wardens can keep their eyes out

**PCSOs**

• PCSOs see their own role as patrolling and police presence
• PCSOs rely on wardens for three things they cannot themselves achieve
  • An in-depth knowledge of the area, its families, communities and other relationships
  • Relationships with the people in the area, especially the kids who the Wardens do activities with and so know very well
  • Ability to access information by acting as confidante for those who do not want to appear to ‘grass’ to the Police

**NDC**

• Many NDC staff, including the community development staff, consider Wardens to be very effective community development workers because wardens are known to and respected by the community;
• Wardens have helped identify community development projects on behalf of the NDC – for example, a homework club, Somali community group etc.;
• Wardens are often helped to support the NDC’s community projects by driving participants to and from activities in the wardens’ mini-bus; Wardens also do general ‘shifting’ work of heavy objects and sometimes help to move NDC equipment and staff to various events using the mini-bus;
• Wardens know what is happening in the community – wardens are very important in word of mouth communication with community and this is key to NDC’s work – they can use wardens to access the community – yet are not involved in day-to-day NDC activities;
• According to David Moynihan, Community Development Programme Manager at the NXG NDC, however, until now community development activities have been taken on by the wardens on an ad hoc basis; as a result, the wardens community development efforts have not been joined up or cross-referenced to other activities being run by the NDC, David Moynihan therefore argues that the wardens’ community development function should be more strategic/deliberate.

**RESIDENTS – COMMUNITY GROUPS**

This section details the results of our focus groups and consultations in the community. The findings are grouped thematically. A full list of who was consulted can be found in the methodology section in Chapter One.

**Knowledge of the Wardens’ Role**

Knowledge of the Wardens Scheme in the area is widespread, with the majority of beneficiaries we asked correctly identifying at least one of their key roles. On the whole residents understand the wardens’ role to be patrolling the streets and acting as a visual deterrent to crime and anti-social behaviour. However, their impact is restricted by the lack of advertising. While a direct contact number for the Wardens is available, this is not always answered. Greater efficiency in receiving and returning the calls of NXG residents would likely increase in residents accessing, and therefore benefiting from, the wardens service. Lack of information of the full range of activities in which the wardens participate leads to disillusionment when residents do not see the wardens patrolling their area or experience any direct effects of the scheme.

**Communication**

Reliability was a key concern of many people who had experience of working with, or receiving services, from the wardens. Due to their heavy work schedule the wardens have let people down on occasion, either arriving late or cancelling, but have often failed to inform the other party. Quality of service, as well as quantity, should not be overlooked. Communication should also be prioritised as lack of feedback results in the belief that no progress has been made, which is true both of individuals and groups, such as TRA’s. Similarly, attending TRA meetings regularly to keep residents up to date with community and safety issues and actions is a valued information route. Some
members of the community also felt that the wardens did not fulfil their role with regards to information sharing and felt largely in the dark about community activities.

Friendly Face
The wardens’ role as a familiar and friendly face in the community is highly regarded by the residents of New Cross Gate, in particular the elderly. Many have been introduced to the wardens when on patrol and are regularly greeted by them in the street. This facilitates informal contact, which aids community involvement and interaction (see the relevant points below). Escorting elderly residents in the street fosters a friendly atmosphere and helps to reduce the fear of crime (see relevant point below).

The allocation of wardens to specific areas in New Cross Gate requires strengthening. Many residents are not aware that certain wardens are responsible for their area and community and so feel that incidence follow-up and community relations are hindered. A key concern was raising the wardens’ familiarity with the routines in an area so that changes would be noticed and acted upon promptly.

Community Involvement
The transport service provided by the wardens greatly increases the mobility of some of New Cross Gate’s elderly residents and enables them to be members of groups and attend events and activities. Formal arrangements such as taking individuals to and from weekly bingo and coffee mornings and on shopping trips allows, otherwise isolated, residents to be involved in the community. Despite its integrative capacity, some residents perceive this use of the wardens’ resources, of time, man-power and the mini-bus, as ineffective when more wide-spread benefits are received through direct community presence and activities.

Providing activities for the youth of New Cross Gate, such as football, helps to foster better community relations between younger members of the community and potentially reduces anti-social behaviour.

Community Interaction
While on the surface, as well as in the view of the majority of beneficiaries, the wardens do not appear to have directly increased or fostered interaction between different and distinct members and groups of the community, and between the community and local service providers, they have acted as a vital intermediary contact. Their familiarity with the community and the breadth that they cover, from being present at the school run to calling in at the 999 Club, has resulted in them acting as a casual information hub – a resource with which to share knowledge between different communities and generations.

The New Cross Gate residents we spoke with do not feel that the Wardens refer them to partner or additional service providers, however in general it was perceived that if requested, the wardens would endeavour to help. This may be, however, because our sample was biased towards those already aware of the community initiatives.

Deterrent
It is widely believed by the residents of New Cross Gate that the visible presence of the wardens in the area’s streets has a positive effect on the level of anti-social behaviour and crime. This belief is manifest in a reduction in the fear of crime. This itself has further repercussions, such as increased community engagement. Businesses also felt that wardens are an effective deterrent of anti-social behaviour and petty crime.

There are some reservations about the potential for the wardens to exert any real impact on the levels of crime and anti-social behaviour however. Without any legal powers the wardens rely on familiarity and respect. Lack of power does not have to be restrictive, it can be progressive. The introduction of respectful, bottom-up change as opposed to aggressive, top-down change will aid the development of the community by installing a community mechanism based on consultation with the community.

Enviro-crime
The wardens’ involvement in addressing incidents of fly-tipping and abandoned and un-licensed/un-registered cars has had a positive impact on New Cross Gate as a place to live. On some occasions, although the wardens cannot
directly tackle a situation they are able to contact the correct body and with more weight than a resident. Because of
the wardens’ role and involvement with enviro-crime, residents rely on them for the service. When enviro-crime is not
tackled the wardens are held responsible. This view is particularly held by TRA groups.

On the whole, businesses commented positively on the role of wardens in addressing enviro-crime and most have
commented on what they see as a notable improvement in the cleanliness and tidiness of the area.

Role
It transpired that although the wardens do act as a visual deterrent to crime and anti-social behaviour, their impact
and ability to respond during incidents of crime and ASB are limited, which results in the perception of their role
being more community, than safety, focused.

Lack of Resources
Problems such as lack of communication, no receptionist, arriving late or having to cancel arrangements are a clear
indication that the wardens are needed by the community but are in higher demand than they can supply. Resources
such as more minibuses and staff, including wardens and a receptionist, would allow the wardens to perform to
demand and improve their reliability. If these issues are not resolved then the logistics of the wardens working
schedule should be reviewed. If feedback does not improve, the benefits that the wardens bring to the community will
be masked and residents’ reliance on them will decrease.

Working Hours
Several residents raised the issue of the working hours and schedule of the wardens. Those with vested interests in
the primary schools were very positive about the reassurance the wardens bring to the school gate at the end of the
school day and felt that the wardens’ presence at the start of the school day would further increase the feeling of safety
amongst their pupils.

Issues of temporal displacement were also raised by several residents. Perpetrators seem to know what times and days
the wardens work and so anti-social behaviour and crime patterns are felt to shift into those times when the wardens
are not on duty. Similarly, businesses in particular, feel that the wardens are required along the main roads in New
Cross Gate at the time that secondary school and college students are going home as anti-social behaviour tends to
escalate at this time.

Key Support Mechanism
Despite negative issues surrounding the wardens such as not knowing how to contact them, being let down by them
on occasion or generally not having any involvement and wishing to have more regular interactions with them, many
community groups and residents feel that without the wardens the community would not function so smoothly. The
wardens are perceived to have provided a way to re-activate what were only latent community ties.

Supporting Businesses
The majority of ‘shop-fronted’ businesses in the NDC area felt that the wardens provide an invaluable service. The
most positive of responses came from those participating in the Radio Link scheme who are more knowledgeable
about the scheme and rely on the wardens to keep them informed about potential perpetrators. It transpires that a
significant number of businesses are unclear of the wardens’ role and several are dubious about the impact the
wardens have on the business community and the feelings of safety held by the residents.
WHO MANAGES THE NXG WARDENS?

The question of who manages the NDC wardens is perhaps the single point upon which there is most disagreement. The question is, however, relatively easy to answer as it’s laid out in the project bid appraisal document (the contract); the matter is only confounded by the sometimes equivocating language of that document and the history of the management of the programme which has delivered it a difficult legacy.

The contract itself sets general outcomes and outputs, as well as monitoring targets/criteria. The contract is a fixed fee service to be carried out by the contractor – the London Borough of Lewisham Wardens Scheme.

The intended and actual management structures of the wardens programme are laid out in the Figure on the following page.

The Head Warden is responsible for all of the wardens and is managed directly by the operations manager of the LBL Warden Scheme. The NDC and Steering Group have a role to play, however, which is to take account of the delivery of the warden scheme against its goals and to influence, not task, the warden service. The roles of each of the key players can be described as follows:

Role of LBL:

- Day-to-day operational management of the NXG NDC wardens is undertaken by the Head Warden
- Fiscal management and responsibility for reaching targets set out in the contract is the responsibility of the LBL Wardens Scheme (LBLWS)
- It is therefore the responsibility of the LBLWS Operations Manager to task the Head Warden so he is able to achieve outcomes, outputs and targets in line with the budget
- As the LBLWS operations manager has responsibility for tasking wardens, she needs to be the link between the Steering Group and Head Warden
- According to the LBLWS Operations Manager, each scheme has an implementation plan which explains what the wardens will deliver and sets hard targets that the scheme manager will pursue
- Every two weeks there is a LBLWS programme-wide meeting of the management team
- There is a formal review of the work of each scheme every 6 weeks (is there evidence of these?)
- The evidence, however, is that the NXG NDC Head Warden is not effectively managed in terms of strategising, planning, monitoring, prioritising – all of which should be managed by his own line manager
- The LBLWS operations manager has become a resource only in terms of staff disciplinary issues, which have been significant
- There is no evidence that the LBLWS is managed effectively by her line-manager who is Head of LBL Asbat
- It is not clear if either of the NXG Wardens two managers at the LBLWS currently provide any value-added to the scheme, and probably do instead detract considerably due to their failure to provide strategic and operational guidance
Figure x.x: Management Structure of NXG Warden scheme

Management structure as set out in project proposal bid

- LBL Corporate
  - NXG NDC
    - Crime & Community Safety Theme Group
      - Angela Slaven
        Crime Reduction Services
  - Trevor Dawkins
    ASBAT
  - Maureen Parris
    Warden Scheme Mgr.
  - Gerry Lotsu
    Head Warden - NXG

Actual management structure of NXG Warden scheme

- LBL Corporate
  - NXG NDC
    - Crime & Community Safety Theme Group
      - Angela Slaven
        Crime Reduction Services
  - Trevor Dawkins
    ASBAT
  - Maureen Parris
    Warden Scheme Mgr.
  - Gerry Lotsu
    Head Warden - NXG
**Role of the NDC:**

As the client of the LBL Warden Scheme, the NDC’s role is relatively limited to monitoring and financial oversight.

- There is a limited role for the NDC crime and community safety officer to influence the direction of the Warden Service in their position on the Steering Group.

The lack of clarity around management of the NXG NDC warden scheme is, in part, due to the particular history of the scheme:

- The original Wardens Scheme was set up by an individual – Martin Ryan – who at that time was employed by LBL in the Housing Directorate;
- One of the first wardens hired by the LBLWS was Gerry Lotsu, who later became the Head Warden at the NXG NDC warden scheme and who reported directly to Martin Ryan;
- Management of the Lewisham Wardens was then moved from housing to Community Safety Directorate to be managed as a single, professional service;
- At the same time Martin Ryan left Lewisham and went to manage the NDC’s Community Safety Theme Group;
- Martin Ryan was replaced at Lewisham, but his replacement was not in post for 5 months; in the interim because the Head Warden – Gerry Lotsu – was used to working for Martin Ryan, he continued to go to him at the NDC for management guidance and this relationship never built up with Martin’s replacement at LBLWS;
- The NDC stepped into managing scheme because of a vacuum in management at LBL, which began a culture of ‘resolving it ourselves’ by the NDC as LBL was not responsive.

While there is good reason as to why the confusion over management began significant time has elapsed since a new operations manager was in post and the management structure should have been queried. This has resulted in a failure to achieve a clear and effective management structure for the NXG NDC Wardens.

**Role of the Steering Group:**

Every warden scheme in Lewisham has a Steering Group which meets to review the work of the wardens. According to the Contract/Project Appraisal Bid, the Steering Group for the New Cross Gate NDC wardens includes:

- The Head Warden
- LBLWS
- LBL
- Theme Group head
- Community members

While the LBL Warden Service Managers are invited to the NDC Crime and Community Safety theme group, which serves as the de facto Steering Group, they rarely attend. In fact, they argue that the theme group meetings are not appropriate for the Steering Group to meet and agree priorities and approach.

The role of a Steering Group is, however, central to the effective management of a warden scheme:

- The contract stipulates that the Steering Group should meet monthly to discuss monthly warden reports and that there is scope for the Steering Group to influence the way that the role [of the NXG NDC wardens] develops; in other words, the Steering Group which should include LBL Warden Scheme management can decide collectively at Steering Group meetings to influence how the New Cross Gate scheme is managed.
- Influencing and tasking are, however, very different responsibilities, the latter which is clearly the responsibility of LBL.

There is concern that the composition and management of the Steering Group is not fit for purpose, particular concerns include:
• Many community members have not been trained as representatives – instead much of the focus is on personal concerns and observations
• There is little structure to move from individual observations to constructive suggestions to influence the development of the Warden service in New Cross Gate
• Wardens’ monthly reports are statements of fact rather than analytical accounts of key issues, etc. that need to be pursued and suggestions for how they might be pursued – this is the kind of guidance that LBL wardens operation manager should provide the Head Warden with
• There was little or no representation from the strategic arm of the LBL Warden Service

KEY MANAGEMENT ISSUES

• One of the most damaging impacts of the poor management of the Warden Scheme in the short term is the bourgeoning culture of misinformation where exaggerated and untrue stories are passed to and through key decision-makers because no one knows who to ask for legitimate intelligence on what is happening in the Warden Scheme.
• The second key issue is the lack of any accountability for key financial and performance issues, for example– overtime, monitoring returns, budget over-runs – where nobody will accept responsibility for the problems and as a result no solution can be found.
• Third, the non-responsiveness of the LBLWS to the needs of the Steering Group/ &NDC. While the contract clearly states that the Steering Group and NDC should have the ability to ‘influence the development’ of the local warden scheme, Lewisham LBLWS has been rarely involved in these meetings which makes the tasking of the wardens according to local needs very difficult.
• Finally, the lack of a clear managerial structure and role has meant the Head Warden has lacked the support necessary to prioritise issues and strategise around solutions. This has resulted in the over extension of the Warden Service in an attempt to fulfil a remit that is too broad and to be more responsive than is possible with the limited resources available.

ACCOUNTABILITY FOR REPORTING AND FINANCIAL MONITORING

As the contractor, LBL Warden Service is accountable to the NDC. While the NDC approves the contract and may stipulate additional requirements or directives at the contract stage, the responsibility for both monitoring and reporting, as well as setting, administering and being accountable to the budget, lie with LBL.

The budget for the wardens is fixed by the contract between LBL and the NDC, which includes all costs for running the programme. Responsibility for allocating the fixed budget lies with the LBL. The operations manager [MP] specifically is responsible for administering the budget, a process in which the Head Warden is not at all involved.

The NDC pays the budget in fixed lump sums and is not able to review the budget on a line-item basis. The NDC retains no ability to inform or control day-to-day spending. Lump sum payments are paid on the understanding that the contractor (LBL warden service) has achieved its proposed targets and submitted monitoring reports to that effect.

To date, there have been a number of significant problems with this arrangement:

• The NDC Wardens are reported to be significantly over-budget, which threatens to fore-shorten the life of the service. The overspend is clearly due to lack of oversight and/or mismanagement.
• Because the LBL warden service operations manager is the budget administrator but has not led on priority setting or strategic management with the NDC wardens (as is her role), there is little relationship between financial control and priority setting. The Head Warden receives no budget or financial monitoring data so should not be expected to align priority setting in this way as this may constrain his ability to prioritise on a daily basis or to judge what a reasonable spending request is.
• The contract stipulates the NDC should receive quarterly financial monitoring reports, however no one at LBL is willing to claim responsibility for any disputes regarding spending;
• Similarly, the provision of performance monitoring data to justify adherence to the contract has been patchy since the NXG Warden Scheme Programme Manager left.
DAY-TO-DAY MANAGEMENT OF THE WARDENS

The Head Warden is responsible for supervising the warden scheme, reporting to the Warden’s operations manager at LBLWS and representing the NXG Warden Scheme to the Community and at Steering Group meetings. The Head Warden is also responsible for monitoring and recording outputs and outcomes, training, staff management, initiative, participate and support other wardens in community-based initiatives to promote relationships with the community.

The job description for the NXG WS Programme Manager (a position which is no longer staffed) was to liaise with the NDC and to develop projects for the Wardens in the community. In practice, however, the Programme Manager did liaise with the NDC but concentrated more on submitting monitoring reports than on setting up projects.

Deputy Wardens assist the Head Warden by organising the operational end of the service. The Deputies not only deputise for the Head Warden, they also plan the rota, do shift briefings, get the Wardens out on patrol and run team meetings. Senior Wardens and Wardens are less distinguishable vis a vis their roles.

As previously stated, every Warden is also assigned an area of the NDC patch for which to be one of two point people at TRA meetings and when issues arise. Wardens are also each assigned an NDC theme area to develop projects around - although this latter one is a relatively new initiative and is only just beginning to be implemented.

Protocols

Daily duties are managed, in part, through a set of Wardens’ protocols. These are written documents and cover the following range of topics:

- ASB
- Communication
- Housing Office
- Information sharing with social services
- Litter and Dog fouling
- Lost Property
- Office Rules
- Publicity
- Home Visiting (safe system of work)
- Patrolling (safe system of work)
- Abandoned vehicles
- Mini-bus

CCTV

Wardens are also responsible for monitoring the six mobile CCTV cameras in the NDC area. Partners, especially the police, often call on the wardens for tapes to be used for leads or evidence of an incident.

CCTV monitors are held at the wardens’ office so that the CCTV footage can be monitored and used to add-value to the Warden Service.

Three issues, in particular, should be noted:

- First, the CCTV monitors are in a locked cupboard so that members of the public and others who are not permitted to see the images do not get access to them; however, as a result there is a concern that they are not monitored in any systematic way and may only be used after-the-fact as evidence of an incident.
- Other than providing evidence to the Police and other partners, it is not fully clear as to how the Wardens use the CCTV to enhance the Warden Service.
• Third, partners have reported than on a small number of occasions the tapes have not been changed promptly.

ACCOUNTABILITY

Wardens have no specific protocol or process for following-up issues reported by partner agencies, the NDC, community groups or residents. As a result, the actual level of responsiveness of the service is sometimes questioned. Organisations such as the Police are required to address and inquiry, complaint or incident report and it is recommended that the Wardens adopt a similar procedure.

Similarly there have also been complaints that Wardens fail to attend all the meetings at which they are expected. The types of meetings range from meetings with partner agencies to TRA meetings. There is a general concern that the Head Warden especially is too busy to do everything requested of him. Clearly there are issues regarding understaffing at times and the need to balance being a responsive service that receives emergency calls with being accountable to speak at public fora and participate in partnership work. Similarly, though, there is undoubtedly an issue around over-commitment and failure to prioritise.

The Head Warden is responsible for monitoring outputs, but has not been filing monitoring reports in a timely fashion.

PARTNERSHIP WORK

While partners find the Wardens to be very useful partners, many believe that the Wardens could be even better if they provided regular briefings to their partners about key issues in the area.

At present, Wardens brief their partners – such as the Police, Housing office, etc – on an ad hoc basis as and when issues related to that partner emerge. It could, however, be very important to provide regular briefings about all significant issues for three reasons:

• because such briefings can create intelligence that can be deployed elsewhere;
• because the Wardens may not always know what is important to any given partner;
• and finally, because it can help partners work more strategically

‘Visible presence’ partners, especially the PCSOs, would like the Wardens share their rota so that there can be joint-planning to ensure effective patrolling cover.

DISCIPLINARY PROCEDURES

There is some concern that bad practice among Wardens is not challenged sufficiently swiftly and decisively. This is, however, mostly anecdotal and it is very difficult to ascertain effectively.

While there have been two official suspensions among the wardens, two oral or written warnings have been given out prior to these.

Warden performance is reviewed by Head and Deputy Wardens, There is, however, no regular, formal supervision of the level of professionalism among wardens and their ability to keep a professional distance from community issues is questioned. This may be important as there is some concern that Wardens can become too close to communities and too much a part of local politics to maintain an arms’ length service.

PLANNING

The NXG NDC Wardens Service is responsible to a huge range of goals and the tendency to over-commit to partners, community members and the NDC, has meant that there have been people who have felt let down when the Wardens fail to attend meetings, functions, etc.

In part the fault rests with the fact that the Warden service is goal-heavy and strategy-light. The responsive nature of the service and the fact that – in practice – it has been managed jointly through both a crime reduction service and an
NDC, has meant that the Wardens have been led by to adopt a huge number of goals, without a proper process of prioritisation.

This tendency to sacrifice planning for responsiveness is understandable in an organisation that is asked to be responsive first and pro-active second, however the dual role with community development requires that Wardens limit the number of services that they offer and become more strategic.

In the early days of the Warden service, where wardens had fewer demands made of them and when the NDC was eager to get them into the community, community and partner expectations were raised. There is now clearly a need for retrenchment, a narrowing of goals, workable strategies and the management of expectations around the Warden service.

REPORTING
The achievements of the NXG Wardens are reported in two ways:

- Incident reports
- Monthly reports

Until recently, all incident reports were paper-based. Not only did this make review and analysis exceedingly difficult, but also led to the loss of one year’s worth of files in the move from their office in Kender. An Access database is now being used to record and file the incident reports. This digital file will also allow incidents to be sorted by: warden, incident type, area, category of person who reported the incident. All incidents are recorded from meetings in the street to answering emergency calls. Furthermore, the database is locked so that once recorded, incident reports cannot be changed or deleted.

To be truly useful in terms of monitoring, the Wardens should enter all incident reports since their records began. This will, however, require a large amount of time, which will be another commitment that removes them from their patrolling responsibilities.

Based on these incident reports, the Head Warden is required to produce a monthly report for the Steering Group. In the past these have failed to be sufficiently analytical to spur constructive dialogue on key issues and how they should be approached. There is good indication, however, that this could change as a result of the analytical capacity provided by the new reporting system and software.

TECHNOLOGY
Wardens are increasingly comfortable with their radios, and the use of this technology is becoming second nature.

Mobiles remain important – especially to report enviro-crime and housing issues immediately while still on patrol. PCSOs also carry mobiles.

Cameras are essential to the Wardens’ job. Cameras are the Wardens’ key weapon against enviro-crime.
conclusions

This Chapter considers each of the goals of the Warden Service set by the NDC as well as the Service’s own objectives and evaluates the extent to which they have or have not been achieved:

1. **To deter crime and anti-social behaviour through a highly visible and targeted presence**

The actual amount of crime and ASB that has been deterred is difficult to measure. The number of notifiable offences in the NXG area has risen over time, but those types of offences for which wardens are expected to have some influence – specifically, street crime and burglary – have declined as a proportion of all offences since the Warden scheme was adopted. The wardens have also created youth diversion schemes which a number of partners claim have reduced youth-related ASB and crime, especially during the summer months. The NXG Wardens are highly visible and well-recognised in public. Increasingly the wardens have targeted their presence by creating patrol zones within the NXG area.

Most local shop-front businesses agree that the wardens are effective in deterring petty crimes and ASB.

2. **To reduce the fear of crime and encourage people to make fuller use of public spaces;**

Survey evidence from MORI suggests that the Wardens have helped to make people feel safer in the NXG scheme area and this was confirmed by our beneficiary analysis. A very specific example of how the wardens have encouraged people to make fuller use of public spaces is the Wardens youth basketball programme now run in the refurbished gardens has increased use of the gardens and therefore the safety of its users.

3. **To improve the quality of the environment by deterring enviro-crime and promptly reporting environmental defects;**

Deterring enviro-crime is difficult; wardens are unable to be everywhere at once and most environmental crime only takes moments to commit. The wardens, however, have been very active in reporting enviro-crime and are valued by their partners in the environment division. According to Lewisham Enviro-call, the Wardens report more incidents of environmental crime than many of their own staff. Measuring the deterring effect of wardens on enviro-crime is therefore also very challenging because wardens have likely inflated the number of reported incidents significantly as a consequence of their efforts.

Residents appreciate the work that the wardens do regarding environmental nuisances and crimes. Many residents rely on the wardens primarily to deal with environmental and enviro-crime issues.

4. **To work with service providers in the voluntary and statutory sectors in order to foster social inclusion;**

The wardens have created successful relationships with a variety of voluntary and statutory agencies in order to foster social inclusion. The partners range from the 999 Club to the All Saints Church to the Lewisham Youth Service. Working in effective partnerships in order to reduce crime and the fear of crime (including ASB and enviro-crime) has been one of the key achievements of the NXG Warden Scheme. The wardens work directly with vulnerable residents, especially the old and young, to foster their social inclusion. More focused community development work that seeks to achieve long term social inclusion would be beneficial.

5. **To observe and report information on crime and ASB to police and LBL;**

The wardens do work closely with the safer neighbourhood partnership (Deptford Police Station). Crimes and ASB are promptly reported using mobile phones. Police and PCSO members of the Safer Neighbourhood Partnership find informal and ad hoc communication with wardens very helpful, especially given the wardens’ knowledge and understanding of the community. A similar information-sharing relationship exists with the YOT at LBL and
Housing’s neighbourhood officers. We do recommend that the Wardens formalise the way they share information with partners by sending out a weekly update that takes an analytical approach to the week’s incidents; i.e., what are the current trends and where should effort be concentrated.

6. To foster and support community relationships and encourage a sense of pride and ownership in the neighbourhood;

Wardens are very effective at fostering relationships between members of the community and the wardens, but have been less effective at supporting relationships between communities, especially inter-generational relationships. Wardens are, however, a good resource for supplying information on an informal basis regarding other groups; in this way the warden service acts as an ‘informal community hub’.

We recommend that Wardens are well-placed to achieve this goal and should be supported formally by the NDC to identify and deliver an appropriate project or programme of activities.

7. To support vulnerable individuals within the scheme area;

Wardens do support vulnerable individuals in the scheme area in a variety of ways. Wardens help to organise and deliver activities and projects that benefit youth and older people – the two groups that are made most vulnerable by crime and the fear of crime. Wardens also do house visits to vulnerable older people and work directly with organisations like the Youth Centre, LOOP and the 999 club.

8. To promote the activities of the NDC programme and encourage community participation in all.

Wardens promote the activities of the NDC informally by sign-posting services to community members who they meet on the street. Wardens also promote NDC activities and community participation in their door-knocking and leafleting activities in the scheme area. Residents know that their enquiries will often elicit assistance in the form of sign-posting services from wardens, but are not aware that this is part of the wardens’ role.

This next section looks at how, overall, the warden scheme has fared in helping the NDC to achieve its goals (those goals that the project bid identified that the wardens would have a role in addressing?}

C1: Increase residents’ confidence in their area so that fear of crime becomes the exception, not the norm. (by being a visible presence in places and at times when people feel vulnerable)

The wardens have identified key times and places when people feel vulnerable and endeavour to patrol these regularly.

Beneficiary analysis confirms that the wardens have contributed to feeling of greater safety and that residents believe the wardens’ presence has reduced the level of criminal behaviour and ASB. Staff shortages and less dedicated time for patrolling have, however, reduced the wardens’ ability to be present at all times and in all places when people feel vulnerable - in particular on the school runs and in the late evening.

C2: Develop a culture whereby responsibility prevails so that criminal behaviour is recognised as unacceptable anti-social behaviour. (by challenging ASB and referring incidents to the housing office and/or police)

Wardens work closely with the Police and Neighbourhood Officers to monitor, challenge and report ASB. Residents of New Cross Gate are aware what constitutes anti-social behaviour and recognise it is a valid issue. The presence of wardens has also increased the likelihood that residents will report anti-social behaviour. Residents are most likely to report anti-social behaviour to the wardens, though a number of individuals also consider personal intervention to be a plausible response. Dealing with crime, however, is still viewed as the remit of the police. Businesses, on the other hand, believe that dealing with crime and anti-social behaviour is an inherent part of running a business.

C3: Reduce the number of robberies in New Cross Gate (by being a visible presence and thereby deterring these crimes).

The number of robberies in NXG has declined overall during the period since the wardens started. This is true both of the absolute number of robberies and the relative proportion of all crimes that are robberies. This decline was greater in New Cross Gate than in Lewisham as a whole.
ENV2: Reduce the perception of local residents regarding young people as the primary cause of neighbourhood problems (by providing activities for young people and by engaging young people in community activities).

The Wardens Service has initiated several activities aimed at young people (the Youth Club, Football team, trips to sporting events). This has led to a positive view of local young people that they are interested in participating in community activities and are likely to engage in anti-social behaviour and crime as a result of boredom. Young people are, however, still considered the key perpetrators of crime and ASB.

The Wardens have not facilitated inter-generational activities that create opportunities for young people to engage directly with vulnerable older people. There remains the need to develop a really strong project to address this in partnership with the NDC.

ENV3: Improve residents’ perception of the environment (by the timely reporting of enviro-crimes).

Reporting enviro-crimes is a key part of the Wardens’ duties, which they have been very effective in carrying out. The Enviro-call service works closely with the Warden scheme and values them very highly as effective partners in identifying, documenting and reporting enviro-crime.

Local residents and businesses agree that the wardens have been very responsive to environmental issues and that their efforts have improved the area. The wardens’ actions with regards to enviro-crime has also led to a decrease in the tolerance level of many residents for any environmental nuisance.

CC1: Establish a community infrastructure that empowers all local people to actively play a part in achieving aspirations, engaging in local community planning/decision-making processes and accessing a full range of services relevant to their needs (by referring members of the community to other services).

Referral is a key tool for the wardens: wardens have working relationships with a wide variety of services and agencies in the area, which also makes them a proficient reference mechanism. The ‘casual information hub’ service where wardens share local knowledge in a sympathetic way between different groups and can break down prejudices does contribute to the development of the community infrastructure.
s.w.o.t. analysis

This section addresses some of the key strengths, weaknesses, opportunities and threats that did not come out in the conclusions and that bear repeating. The emphasis is on weaknesses, opportunities and threats as these will require action.

**STRENGTHS**

- The Wardens are visible, recognisable, approachable and are very effective in engaging with the community;
- The Warden scheme is a tangible, responsive service that shows residents that the NDC is working for them - wardens get things done;
- The Wardens have a holistic appreciation of the community and relationships, the wardens are therefore a key tool with which to access hard-to-reach and unengaged groups
- The wardens’ knowledge of and ability to engage residents of NXG has meant that the wardens have made themselves very valuable partners to a wide range of agencies
- The New Cross Gate Wardens have won a number of awards for their work
- As part of the greater LBL warden scheme the wardens work to standards of professionalism and service level expectations.

**WEAKNESSES**

- **Training**
  - The Wardens do not have appropriate or sufficient training for many of the value-added functions they perform (for example, being security industry trained to monitor CCTV, conflict management, managing potentially violent situations)
  - The Police agree that Wardens do not always have all the training they need, wardens can often be the first on the scene and should have training on forensics, awareness, taking statements etc
  - Local youth workers would also like to see Wardens have some youth working skills and credentials

- **Management**
  - There are significant management failures in Lewisham’s strategic and operational management of the NXG Warden Scheme
  - Poor management by LBL has meant that the wardens are effectively managed by both LBL and the NXG NDC, in some instances a vacuum in management means that the Head Warden or his Deputies have to take decisions outside their remit and training

- **Accountability**
  - The Warden service is not sufficiently accountable to those who report incidents to them – there is no official follow-up procedures
  - As the wardens scheme has been managed as a reactionary/responsive service, in many ways it doesn’t fit with many of the accountability measures used by the Council
  - Because the scheme is premised on its responsiveness, the wardens often fail to meet scheduled (non-emergency) obligations, which makes them appear unreliable to community members
• There is a serious lack of strategic planning by the Warden scheme and its management; instead, the Wardens work towards goals which translates into doing everything that could possibly have a positive influence on the community or benefit the NDC.

• Partnership with the NDC
  o While there is a budget for community development given to the Warden’s by the NDC, the wardens activities are are not included in the NDC’s community development strategy; the NDC needs to recognise wardens as partner and plan, not just budget, for their constructive involvement in community development work.

OPPORTUNITIES
• There are a number of opportunities for even more joined-up working with partners
  o Via greater info-sharing with police and other agencies – not just information-sharing on an ad hoc basis but through weekly reports that allow other agencies to use the Warden’s intelligence strategically
  o The wardens could be more joined-up with the activities of police etc. by sharing shift pattern/rota with police to coordinate coverage and avoid duplication
• The introduction of point wardens to address key themes has been a good development and this initiative should be supported so that Sr. Wardens can take on greater roles and take on some of the responsibilities of the Head Warden
• Wardens work with many partners and organisations/agencies who are not engaged with the NDC community development team – there is therefore the opportunity for backward linkages to NDC

THREATS
• A continued management vacuum and lack of clarity in the management structure will stifle any development and erode the value of the Warden service;
• There is currently no Steering Group providing strategic guidance to the LBLWS and NXG wardens
• There is no other source of strategic management from LBLWS;
• Monitoring information is not being completed;
• There is also inadequate financial management, which threatens to fore-shorten wardens programme;
• The remit of the Wardens is too broad and the wardens are unable to deliver it all on a consistent basis
• The service is too responsive – leaving staff wardens attempting too much without adequate guidance on prioritisation/strategy
• The Wardens have poor systems development/management - - although there are signs of significant effort to improve this
• The community needs to better understand the role of the wardens and what they can and can’t do/be expected to do– there is a need to explain what all three – warden, PCSO and Police – do and how they work together
In general is a good service that is achieving most of its goals. There are, however, serious recommendations for refining the role, restructuring the service and changing the management culture.

- **Refining the role of the wardens**
  - The wardens should significantly reduce or end the sheer number of pick up and drop offs that they do in the name of community development – this will free up time to do more ‘significant’ or high-value community development and patrolling
  - The wardens need a clearer role defined around building capacity for safe community awareness, education, sign-posting
  - The minivan should be handed back to the NDC and let from them only when necessary, which will reduce the dependence of community groups on wardens for ‘pick-ups and drop-offs’ (i.e., low-value forms of community development)
  - The wardens should not be asked to shift furniture or do other menial tasks for the NDC
  - The Retail Radio scheme should be reviewed – in consultation with the whole warden team – to address whether it provides a serious risk to Wardens
  - The range of situations that Wardens are expected to intervene in should also be reviewed (perhaps as part of the Lewisham service review) – as Wardens are not trained to respond in situations where they could be hurt
  - There needs to be more focus on strategic working with young people in diversionary activities
  - Wardens need to focus on patrolling and less on providing driving services
  - Community development role should be more about accessing the hard to reach and engaging them – integrating people and passing them on to David Moynihan’s Community Development Programme – rather than running programmes per se

- **Re-structuring of wardens**
  - Reduce the number of deputy wardens from two to one
  - Add another senior warden level position which is an administrative warden who is responsible for the following:
    - central control – answering phones, radios
    - reviewing/watching CCTV footage
    - ensure constant cover on phones etc and enable logging of all calls and centralisation of information sharing
    - doing all of the administration work for the office – including analysis of incident reports
    - Preparing weekly briefings for all partner agencies
• Use NXG wardens to pilot the adoption of thematic specialisms for senior wardens. Each senior warden would be given responsibility for a theme – young people, vulnerable people, community safety, etc. – to focus on developing
  • This would offer REAL career progression to wardens and provide them with transferable skills – clear progression paths are closely linked to the ability to retain staff;
  • Every warden cannot be adequately trained to address each of these areas; by nominating one warden to cover off each area, that warden can receive the significant amount of training necessary to work in specialty areas
  • Senior wardens could then lead and mentor staff wardens while becoming the reference point for best practice on their specialist subject
• The following training is needed for all the Wardens given the work that they are presently required to do:
  • Focused course on conflict management;
  • Community development training
  • Working with young people – child protection training (basics for all wardens as this is significant part of everyone’s job)
• Wardens need to develop a strategy for using the CCTV monitors effectively
• Wardens should be begin their shift at 8am and have less overlap during the day, which would enable wardens to provide a patrolling presence during the journey to school; this would be helpful to develop the wardens commitment to youth community development

• Day-to-day management
  • The Head Warden needs to have access to the Warden budget – for information and effective planning
  • The Head Warden should log all the meeting he is asked to attend and which of these he (or a deputy) actually does attend – this should be submitted to Steering Group with monthly updates and used to help in priority setting
  • There is a need to prioritise tasks and ring-fence patrol time
  • There is a need to develop protocol for reporting and following-up (in person, by telephone and in writing) all complaints, inquiries, and incident reports
  • There is a need for better central coordination through the wardens’ office – remove some mobiles in favour of radios and ensure constant cover on phones etc and enable logging of all calls and centralisation of information sharing

The benefits of retaining the management of the NXG Wardens within the LBLWS service:
  • They can learn how other schemes are run and share best practice
  • There is scope to work across wardens schemes on youth projects to break down barriers that are creating turf war issues
  • They can access to management systems and HR support.
  • They get a comprehensive understanding of the whole service and can cover each other off when there are absences
  • They can be moved around if they get too close to a community and risk becoming embroiled in local issues rather than retaining sense of professional Council-managed service – this is especially an issue because they are so involved on the street
  • Also, as long as they are all managed through LBL they will all receive equal training which will ensure career progression and career opportunities for all wardens
• With few career progression opportunities within NXG for senior wardens (dead man’s shoes syndrome) they will be eligible for promotion into another scheme
• In case of reprisal, a Warden can be easily transferred to another scheme in the Borough rather than be forced to choose between their job and their personal safety
• Access to police, CCTV, and other partnerships as there is value in operating as one service especially for joined up working with other agencies etc
• The access to training available to LBLWS and induction is valuable
• The key to have a service of overlapping wardens with consistent quality – especially important to sustainability of the scheme if it is to become a peripatetic service in the future and if it does become a peripatetic service, then want the NXG wardens to be part of this
• A single Borough-wide warden service will create a professional corps with a known role and expected level of service delivery and management structure
• To date, much of the direct involvement of wardens in NXG NDC-led activities or requested support is perceived to have been low-value forms of community development and has detracted from the Wardens commitment to patrolling
• The professionalisation of neighbourhood and street wardens will depend on their mainstreaming and management as a single body
• It is unclear what additional management ability the NDC would be able to offer (no history of warden management – or experience)
• There is currently no one in post in the crime and community safety theme’s manager role – the theme group is currently managed jointly with community development;
• The role of the NDC is to create sustainable long-term projects and create capacity for sustainable solutions in the long-term, not to do the day-to-day management of project staff.

• Management
  • We recommend that the NXG Wardens remain managed by the LBLWS
  • Given their poor management track record, however, we recommend a 12-month management contract with service-level agreement and if this is not met, day to day management and fiscal management reverts to NDC; agreement to include:
    • Prompt submission of monitoring and financial information
    • Attendance at all Steering Group meetings
    • Commitment to Creating a Strategy for the next year 05-06 and action plan recognising the need to streamline the role of Wardens
    • Evidence of the strategic management of the NXG wardens - in the form of producing bimonthly or quarterly strategies and action plans and minutes of meetings between LBLWS and the Head Warden
    • Show evidence of accountability and commitment to developing a comprehensive community development strategy appropriate to the Wardens
    • Evidence of accountability to other issues raised in this evaluation
  • It is important, though, to state that the evaluators think that day-to-day management of the Wardens by the NDC should be avoided if possible

• Addressing the residents
  • The residents’ and businesses’ expectations of the Wardens need to be managed; in focus groups, people were shocked to know how few wardens are on patrol on any shift – they thought there were 12 wardens on every shift – when it was explained that the number was 4-5 and that those wardens also drove the van etc, they all said that that was a good reason why they saw them less frequently
• Another Warden contact information leaflet identifying the different roles of the different ‘visible presences’ and when to call each.

• The role of the Wardens needs to be more tightly defined in order that residents both understand it and understand the boundaries to what they can request – this will mean less disappointment and less over-stretching of the Warden Service.
INTRODUCTION
The NXG Wardens scheme is funded through the New Cross Gate NDC until 2011, with a small in-kind contribution from Lewisham Council. If the wardens are to be funded for the post-2011 period, a sustainability programme must be decided and put into place.

GUIDANCE
In February, 2003, the Neighbourhood Wardens Team published a report entitled ‘Sustainability Guidance for Warden Schemes’. That report identified at least five different options for sustaining a warden scheme:

- mainstreaming by the local authority;
- mainstreaming by a housing association;
- via a levy on housing association or local authority rents;
- by selling warden services, training or expertise;
- funding through business and/or insurance companies.

Clearly some of these suggestions are more plausible than others in the NXG area. For example, the last suggestion to fund wardens through a levy on businesses or insurance companies will be more appropriate for a street warden, not a neighbourhood warden, scheme.

Others are more plausible: local authority or housing association mainstreaming have potential and a levy on the housing association rents might be an effective way to ensure that the warden services are managed locally. Finally, selling warden training and/or expertise could be viable in the case of the NXG wardens who have won national awards for the high quality of the service they provide. Significant and on-going development and investment in the warden scheme by the NDC would be necessary if this option were to be the preferred option.

A briefing published by NACRO\(^1\) also suggests other funding opportunities including potential funding that might be available through Community Safety Partnerships, lottery funding or through the development of a Business Improvement District (BID). These types of funding, however, do not provide the sustainability that the other options do.

OPTIONS
We consider the following three suggestions to be the most plausible options to sustain the delivery of the NXG warden scheme.

1. There is significant political will to continue delivering a warden scheme across the London Borough of Lewisham. The current Mayor is committed to continuing the warden scheme and has ordered a review of the service as it is now delivered. This review will address the value-added contribution of the Warden Service, especially against other services such as PCSO’s and CCTV services.

One development that is being seriously considered is to make the LBLWS a peripatetic service that can be re-deployed into those areas in the Borough that are in greatest need of a reassuring presence and/or street-based community development work. Under this model, the Warden Service would move freely around the Borough, addressing issues and moving on once those issues have been resolved. If LBL were to recast the

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\(^1\) Doran, Susan (2003) *Eyes and Ears: The role of neighbourhood wardens*. London: NACRO.
Borough’s Warden Scheme as a peripatetic service, the NXG area would not be guaranteed access to a warden service unless it was continued to be relatively disadvantaged vis a vis other areas of Lewisham. This model therefore does not guarantee long-term provision of wardens in NXG.

2. Prior to the amalgamation of all of the neighbourhood and street warden schemes within the Crime Reduction Partnership (Directorate) at LBL, the NXG NDC programme was managed and delivered through the Housing Directorate. The second option is to ask Housing Associations and the Housing Directorate to once more fund, if not deliver, the warden scheme.

There are a number of drawbacks to this option:

- If the warden schemes are funded and/or managed through housing, wardens will likely only patrol areas limited to the housing estates’ boundaries;
- Many housing estates have already introduced a concierge service on many estates; the provision of wardens may be redundant, forcing a ‘one-or-the-other’ solution;
- Funding the Warden scheme through Housing will mean that the intensity with which the warden programme is delivered will depend on the Housing budget; financing is unlikely to be ring-fenced;
- If management of the warden scheme was also devolved to Housing or other potential fundors, Lewisham would lose its single, professional warden scheme; this could affect the quality and consistency of the service and the community’s expectations may not be met.

3. The final option is to create a funding mechanism to sustain the NXG Warden scheme in the future. This could be achieved by ring-fencing revenue from a NDC-delivered capital asset. The NDC is currently planning to build at least one significant asset – the Healthy Living Centre – through their capital programme. Rents or other revenues raised via the Centre could be ring-fenced over the next x years for Wardens.

Long-term management of any capital assets will be done within and by the community, creating an opportunity for the community to also control the intensity of the warden scheme delivery.

**RECOMMENDATION**

“The purpose of the NDC programme is to act as a test-bed for innovative approaches to neighbourhood renewal. Whilst it is important that benefits brought to NDC neighbourhoods through the NDC programme are not lost when NDC grant ceases, the main way to avoid this should be through mainstreaming rather than setting up continuation bodies etc. The mainstreaming agenda is key to reducing the gap between the most deprived neighbourhoods and elsewhere as set out in the National Strategy for Neighbourhood Renewal. Bending mainstream services involves:-

(a) getting more mainstream public investment into deprived areas
(b) changing the way mainstream services are delivered to better meet local needs, and
(c) joining up service provision between agencies to better meet local needs

There is a case though for key NDC projects which cannot be taken on by mainstream service providers to continue after the NDC programme has completed where they are still needed, and for NDC generated income to be used to ensure they remain viable. However this should only apply to a small minority of projects and the processes and structures for ensuring continued community involvement.”

Guidance on Sustainability for NDC projects, NRU

The third option, ring-fencing funds from a capital asset, is the best way to guarantee that a warden service is continued in perpetuity. There will, however, be competition for revenue financing and there is a strong argument to be made for the fact that after eight years of funding a wardens scheme from the NDC operation budget, the community should have sufficient capacity to address community safety issues on its own.

We therefore recommend that the NXG NDC work with and lobby the LBLWS to create a strong, professional Borough-wide warden service that can be mainstreamed to provide peripatetic warden services where they are most needed in Lewisham. This will require significant partnership between the NDC and LBLWS to develop an effective...
relationship between LBL and the NXG Steering Group and a much stronger management culture. We believe that this is the best possible forward strategy for the NXG Warden Scheme.
APPENDIX A

‘*’ denotes an NDC-sponsored programme or NDC community group

Weekly Mini-van Responsibilities

<table>
<thead>
<tr>
<th>Day</th>
<th>Trip</th>
<th>Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monday</td>
<td>No regular trips</td>
<td></td>
</tr>
<tr>
<td>Tuesday</td>
<td>Bingo for older people</td>
<td>Local residential home</td>
</tr>
<tr>
<td>Wednesday</td>
<td>Older residents to Besson St Gardens</td>
<td>Besson St Gardens*</td>
</tr>
<tr>
<td></td>
<td>Activities for older people</td>
<td>LOOP*</td>
</tr>
<tr>
<td></td>
<td>Activities for youth</td>
<td>AHOY*</td>
</tr>
<tr>
<td>Thursday</td>
<td>Activities for youth (Surrey Docks)</td>
<td>AHOY*</td>
</tr>
<tr>
<td></td>
<td>Activities for youth</td>
<td>Ilderton Motor project*</td>
</tr>
<tr>
<td>Friday</td>
<td>Shopping trip for older people</td>
<td>999 club*</td>
</tr>
<tr>
<td>Saturday</td>
<td>Activities for youth</td>
<td>Greenhouse football*</td>
</tr>
<tr>
<td></td>
<td>Netball team to Mottingham, Kent</td>
<td>Local schools</td>
</tr>
</tbody>
</table>

In addition to weekly responsibilities, we analysed the extra trips logged by the wardens in the course of two randomly selected months in 2005/6: January 06 and September 05. There may have been more trips than these logged; however, the mini-van log book could not be consulted as it had been requested and not yet returned by LBLWS.

**Extra mini-van trips January 06 (in addition to above weekly obligations)**

<table>
<thead>
<tr>
<th>Trip</th>
<th>Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jan 6 Activities for youth</td>
<td>Somerville Adv. Ground</td>
</tr>
<tr>
<td>Jan 10 Activities for Older people – line dancing</td>
<td>LOOP*</td>
</tr>
<tr>
<td>Jan 13 Borough Tour for housing officers</td>
<td>LBL</td>
</tr>
<tr>
<td>Jan 19 Helping out community group</td>
<td>999 club*</td>
</tr>
<tr>
<td>Jan 31 Activities for youth</td>
<td>Edmund Waller School</td>
</tr>
</tbody>
</table>

**Extra mini-van trips September 05 (in addition to above weekly obligations)**

<table>
<thead>
<tr>
<th>Trip</th>
<th>Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sept 1 Activities for older people</td>
<td>Sheltered housing</td>
</tr>
<tr>
<td>Sept 7 Activities for older people</td>
<td>999 club*</td>
</tr>
<tr>
<td>Sept 13 Activities for youth – extra trip</td>
<td>AHOY*</td>
</tr>
<tr>
<td>Sept 20 Activities for children</td>
<td>Edmund Waller School</td>
</tr>
<tr>
<td>Sept 21 Activities for older people – shopping</td>
<td>999 club*</td>
</tr>
<tr>
<td>Sept 24 Activities for residents</td>
<td>170 club*</td>
</tr>
<tr>
<td>Sept 26 Young people to Hampshire</td>
<td>Prince’s Trust*</td>
</tr>
<tr>
<td>Sept 27 Trip to Bromley-by-Bow</td>
<td>NDC staff*</td>
</tr>
<tr>
<td></td>
<td>Activities for young people - extra</td>
</tr>
<tr>
<td>Sept 28 Activities for children</td>
<td>Monson School</td>
</tr>
<tr>
<td>Sept 29 Activities for children</td>
<td>Edmund Waller</td>
</tr>
<tr>
<td>Sept 30 Activities for young people (Hampshire)</td>
<td>Prince’s Trust*</td>
</tr>
</tbody>
</table>
APPENDIX B
### APPENDIX C

**NEW CROSS GATE WARDENS**

**TYPICAL DAILY DIARY ACTIVITIES**

<table>
<thead>
<tr>
<th>DAYS</th>
<th>ACTIVITY/DUTY</th>
<th>TIME</th>
</tr>
</thead>
<tbody>
<tr>
<td>MONDAY</td>
<td>Scheme Area Coverage(Patrol) Warden’s Team Meeting ASBAT Meeting @ Kender Housing Office Regarding Young People(Winslade) LOOP Line Dances: Pick up @ All Saints To Lady Florence Hall-Deptford(999 Club).Mini Bus Booked. Millwall Football Training session @ All Saints (Kender School) Meeting In Lieu @ Mercia Grove</td>
<td>All Day 10am to 10pm 10:00am-11:00am TBC 13:00pm-14:30pm 15:00pm-16:00pm 15:30pm</td>
</tr>
<tr>
<td>TUESDAY</td>
<td>Scheme Area Coverage(Patrol) LOOP – Nunhead Cemetery Lyndon Grove Youth Activity @ All Saints Centre:-Tony Unthank From Community Safety To Attend Bingo @ Lewi Silkin For The Elderly</td>
<td>All Day 10am to 10pm 10:00am 18:00pm-21:00pm 18:45pm-21:00pm</td>
</tr>
<tr>
<td>WEDNESDAY</td>
<td>Scheme Area Coverage(Patrol) Mental Health Awareness Training Taking Old People To Weybridge</td>
<td>All Day 10 am – 10pm 09:30am-16:30pm 09:30am-12:30pm</td>
</tr>
<tr>
<td>THURSDAY</td>
<td>Scheme Area Coverage(Patrol) NDC NXG Community Research Training Winslade Estate TRA Netball Session Youth Activity/Youth Diversionary Activity(Ilderton Motor Project)</td>
<td>All Day 10am to 10pm 10:00am 20:00am 16:00pm 17:00pm</td>
</tr>
<tr>
<td>FRIDAY</td>
<td>Scheme Area Coverage(Patrol) 999 Club Shopping Trips Somali Women’s Swimming Group NXG NDC Community Research Training Youth Activity (Haberdashers’ Asks Football Initiative)</td>
<td>All Day 10am – 10pm 09:00am-12:00pm 10:00am</td>
</tr>
<tr>
<td>SATURDAY</td>
<td>Scheme Area Coverage(Patrol) Football Session @ Haberdasher’s Asks Pick Up Children From All Saints Centre To South London Scout Centre,Gringe Lane,SE21</td>
<td>All Day 10am – 10pm 13:00-17:00pm 08:00am</td>
</tr>
</tbody>
</table>