

The Liverpool Citysafe Trailblazers

Netherley Valley Citizens' Jury

Health Impact Assessment

Summary Report

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Health Impact Assessment Summary

Background

In 2004 Liverpool City Council was given funding by the Home Office to pilot innovative ways of reducing Anti-social Behaviour (ASB). Three areas in Liverpool were agreed with the Home Office as 'trailblazer' areas to pilot these initiatives. Evidence from the pilot areas will be used to inform future programmes and activity relating to anti-social behaviour.

In the Netherley Valley trailblazer area a Citizens' Jury was piloted. The Citizens Jury was made up of a group of 18 members of the community who met for four days in April 2004 to hear evidence from a range of people and discuss how to solve the problem of ASB (1). The jury then developed their own recommendations for how ASB should be dealt with within their community. They met three times over the next year to receive feedback on what was happening in their community and to refine their recommendations.

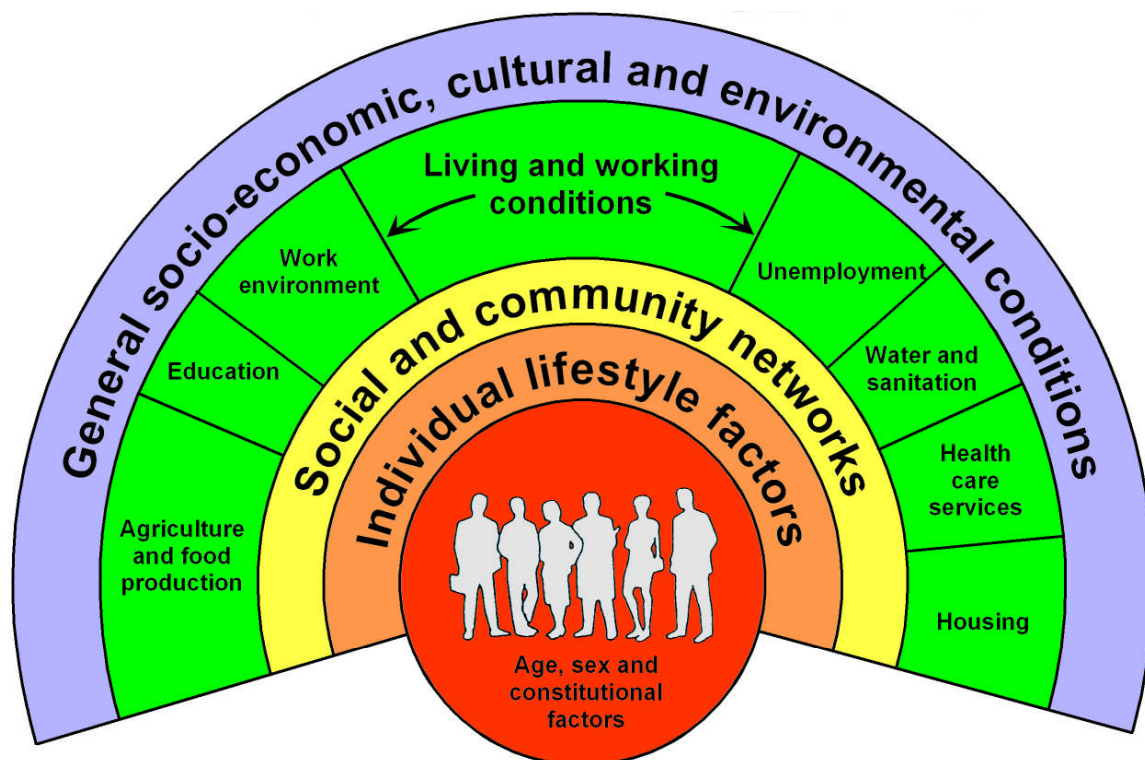
As part of the trailblazer project Liverpool City Council commissioned IMPACT (The International Health Impact Assessment Consortium), which is based in the Division of Public Health at Liverpool University, to carry out Health Impact Assessments (HIA) of the Trailblazers. This report describes the process, findings and recommendations from the HIA of the Netherley Valley Citizens' Jury.

What we did

HIA is a way of identifying potential positive and negative effects on the health and well-being of those affected by the Netherley Valley Citizens' Jury. After identifying these health impacts a set of recommendations are developed which provide decision makers (such as the Liverpool Anti-Social Behaviour Unit, Liverpool City Council and the Home Office) with advice on how they can protect and improve health and wellbeing.

The HIA was based on the *Merseyside Guidelines for HIA* (2). These guidelines use what is called a social model of health(3) (see figure below). This includes;

- lifestyle factors such as smoking or exercise,
- social and community factors such as what kind of neighbourhood you live in and social networks,
- your living and working conditions such as whether you are employed, what kind of accommodation you live in, and also
- general socio-economic, cultural and environmental conditions which can include factors like government policy.



Source: Dahlgren and Whitehead, 1991

There were a range of methods used to identify the effects on health including; policy analysis, the development of a community profile, review of literature, observation, interviews and a workshop. All the evidence gathered was brought together and potential impacts on health and wellbeing were identified. This included;

- existing information which provides a picture of the Netherley Valley area,
- research evidence which indicates the possible links between health, ASB and the Citizens' Jury,
- stakeholder knowledge and experience about Jury process and the area.

What we found out

The Citizens' Jury is an innovative approach to tackling anti-social behaviour. As well as being a forum for the development of strategies for reducing ASB, the Citizens' Jury has promoted active citizenship and a partnership approach between the community and statutory partners. Working with communities to solve problems potentially impacts positively on the health and wellbeing of the individuals involved and the wider community.

The health impact assessment has highlighted a number of ways in which the health of people living in the Netherley Valley Area could be affected by the Citizens' Jury. These include;

- health impacts resulting from the recommendations on how to reduce ASB made by the Jury, and
- health impacts resulting from the process of carrying out the Jury on the Jurors and on the wider community.

Health impacts of the Citizens' Jury recommendations on how to reduce ASB

Potentially the recommendations made by the Jury could impact positively on the community's health and wellbeing. However, the way in which the recommendations are implemented will significantly influence this effect.

- A reduction in ASB would result in reduced levels of stress and anxiety and improve access to services and resources. ASB tends to affect already vulnerable people. Decreases in ASB could therefore potentially benefit these people and contribute to reducing health inequalities.

- Recommendations made by the Jury about increasing access to complaint mechanisms and publicising initiatives to reduce ASB would also potentially result in decreased levels of fear of crime, stress and anxiety and improved access to services and resources. However, in order for these positive impacts on health and wellbeing to occur, publicity needs to be effective and target vulnerable groups.
- Recommendations made by the Jury about preventing ASB by engaging with young people, providing sports facilities and empowering the community to access funding for community projects would result in positive impacts on health and wellbeing. Consideration needs to be given to how these strategies could be made accessible to all groups in the community.

Health impacts resulting from the Citizens' Jury process

The health impacts were assessed at individual level (impacts on the health and well being of the Jury members) and also at community level. There are, however, likely to be interactions and links between the two levels. Being involved in the Citizens' Jury potentially positively impacted on the health and well-being of the Jurors by;

- increasing feelings of control,
- reducing anxiety and stress, and
- increasing community participation and feelings of inclusion.

These potentially positive impacts could have also been negative if the jury was carried out in a way that decreased feelings of control and added to anxiety and stress.

Having the Citizens' Jury in the Netherley Valley area could also have positively impacted on the community by:

- reducing levels of fear of crime, and
- adding to social capital.

The impact analysis suggests that the potential for improving health has not been fully realised. Although the Jurors generally did not expect that their recommendations would all be implemented, they expressed a clear desire to know what had happened to their recommendations. There was a perceived lack of feedback to the Jury on the outcomes of their recommendations. This resulted in some Jurors feeling frustrated, disappointed and lacking in control and influence. The potential impacts on the wider community were also limited due to the low level of awareness in the community of the Jury and limited integration of the Jury into the community. This also impacted on the Jury members.

Jury members did, however, report that they had gained a better understanding of how the council and related services work and how they can access those services. They felt able to support other members of their community if asked. They also generally felt proud to have been involved in helping their community deal with ASB.

Recommendations

It is recommended that Citysafe sets up a working group to consider the recommendations of the HIA. The working group should identify the feasibility of the recommendations, how they might be acted on, and identify lead people or organisations. A follow up meeting of the Citizens'

jury is also an opportunity to implement some recommendations for the current Citizens' Jury process.

The full set of recommendations can be found in appendix 1. The following is a summary of the key recommendations.

Recommendations have been developed around how to **implement the Citizens' Jury recommendations** in a way that maximises the potential positive impacts and minimises the risk of negative impacts. These include;

- the use of effective communication strategies,
- ensuring equity in access to services and actions,
- community involvement in planning strategies to reduce ASB
- alternative funding mechanisms for community led projects,
- consultation and involvement of young people in ASB policy development and identifying barriers to involvement, and
- linking sports facilities to health promotion.

Recommendations were made for the **current Citizens jury process**.

These include;

- establishing response to Citizens' Jury recommendations,
- providing feedback to the Jurors on the response to their recommendations,
- sharing this information with relevant partner agencies,
- investigating options for the future of the Citizens' Jury.

Recommendations were also made for **future community engagement** including:

- issues to consider when planning community engagement,
- development of a community involvement strategy,
- development of a communication strategy,
- linking community consultation forums with existing community groups and the general community,
- using process mechanisms to ensure that there are outcomes to community consultation and feedback provided to stakeholders as well as monitoring, evaluation and dissemination of achievement,
- clear identification of the roles of people involved,
- allocating time to creating a good working atmosphere,
- commitment to the process.

HIA Report

This is a summary of the results of the HIA. A full report covering the findings and recommendations in detail is available. If you would like a copy please contact IMPACT.

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- (3) Dahlgren G, Whitehead M. Policies and Strategies to promote social equity in health. Stockholm: Institute for Future Studies; 1991.
- (4) Pike M. Can do solutions community service agreements: A new approach to public service delivery. London: The Scarman trust; 2004.
- (5) Department of Education and Skills. Youth matters. London: HMSO; 2005.
- (6) HM Government, HM. Every child matters: Change for children. London: HM Government; 2004.

Appendix 1 Recommendations

It is recommended that Citysafe sets up a working group to consider the recommendations of the HIA. The working group should identify; the feasibility of the recommendations, how they might be acted on and lead people or organisations. A follow up meeting of the Citizens' jury is currently being planned. This would be an opportunity to implement recommendations for the current Citizens' Jury process.

Implementation of Citizens' Jury's recommendations to reduce ASB	
Recommendations	Relevant CJ recommendation*
1. Use effective communication to inform the community of available services and to reduce anxiety around ASB. <ul style="list-style-type: none"> a. Publicity around measures to reduce ASB should be tailored to fit local circumstances (for example low levels of literacy in Netherley Valley) and target vulnerable groups. b. These communication strategies should be developed in partnership with public services and communities. 	3

<p>2. When planning services and actions to reduce ASB ensure there is equity in access.</p> <ul style="list-style-type: none"> a. LCC should conduct a local audit of hard to reach and vulnerable groups. Use this information to target resources towards neighbourhoods/ groups who are at greater risk of victimisation, deprivation and exclusion. b. Consider access issues such as; <ul style="list-style-type: none"> i. Netherley Valley covers a large geographic area, ii. availability of services out of working hours, iii. accessibility with public transport, iv. availability to all the community (51% of residents either own their own home or privately rent and so do not automatically have the same level of services as those in social housing). 	<p>all</p>
<p>3. Continue to involve the community in planning how to tackle anti-social behaviour to ensure that community as well as strategic needs are responded to.</p> <ul style="list-style-type: none"> a. Provide opportunities for local communities to steer, prioritise and monitor delivery of services in their neighbourhood alongside service partners b. Provide support and training opportunities to enable communities to do this c. Involve socially excluded groups (such as children and young people) to ensure that these services are reflective of their needs. 	

<p>4. The statutory agencies in Liverpool which allocate funding to community groups should investigate whether there are alternative ways of allocating funding that have been identified as good practice. So that;</p> <ul style="list-style-type: none"> a. funding processes incorporate structures that would empower communities through having discretion over how money is spent, b. Investigate using Community Service Agreements as a way to give communities more control over tackling ASB (4). c. if training is provided for community groups or individuals on how to identify and access funding, consideration should be given as to how to include in the training development of skills that could benefit the participants personally and their wider community, d. people who may not normally get involved or have the opportunity to get involved in this kind of process have access to it. 	<p>6</p>
<p>5. Statutory agencies should have a policy of consulting and involving children and young people in ASB policy development and service delivery which affects them. This is already being encouraged in the Youth Matters green paper (5) and Every Child Matters: Change for Children (6).</p> <ul style="list-style-type: none"> a. Ensure that hard to reach children and young people are included, and the process used, is suitable for the whole range of children and young people who should be consulted b. Before carrying out the survey of local children and young peoples needs/wants, the purpose and expected outcomes of this should be identified. Results of the survey should form part of a dialogue where young people are given the opportunity to respond to the findings and results are communicated to the wider community. 	<p>7</p>

<p>6. Identify what are the barriers that restrict the accessibility and acceptability of mainstream services for children and young people.</p> <ul style="list-style-type: none"> a. Investigate whether this can be done in conjunction with the youth survey b. Target outreach work for children and young people who have difficulty accessing mainstream services 	<p>7, 8</p>
<p>7. Identify whether there is a need for additional sports facilities in the Netherley Valley area. If additional sports facilities are planned;</p> <ul style="list-style-type: none"> a. during planning stage identify ways of making facilities accessible to all groups in the community, b. identify other health promoting activities that could be combined with sports and exercise facilities (advice and support), c. target facilities/ use of facilities for vulnerable groups, d. investigate options for linking in the creation of new sports facilities to a campaign to encourage people becoming more active in general, <ul style="list-style-type: none"> i. Identify barriers to activity (poor lighting, lack of cycling paths, support needed, fear of crime etc.). ii. Develop strategies for overcoming these barriers. 	<p>9, 10</p>

*CJ recommendation: 1. visible policing, 2. 24 hour ASB hotline, 3. publicity campaign, 4. dedicated LASBU officer, 5. reporting office, 6.funding training, 7. young persons survey, 8. Outreach work, 9. purpose built sports facility, 10. utilising existing facilities

Recommendations for the current Citizens' Jury Process

Recommendation	Relevant Health Impact ^o
8. Establish the response to the original jury recommendations. <ul style="list-style-type: none"> a. What process was carried out to consider the recommendations? b. Have any of the recommendations been implemented? Provide details c. What was the reasoning behind which recommendations were/ or are going to be implemented and which are not. 	1,2,4
9. Feed back the outcomes of the Jury's recommendations to the Jury members	1,2,3,4,5
10. Consider who else should be given this information. For example; <ul style="list-style-type: none"> a. Partner agencies b. Netherley Valley Trailblazer Area residents c. Council d. Home Office e. Local voluntary groups f. Citysafe partners 	1,2,3,4,5
11. Investigate options for continuing the Jury in some form. <ul style="list-style-type: none"> a. Establish whether the Jury Members would like to remain involved b. If so, in what form c. Investigate options for funding for setting up new group. d. Identify any training needs 	3,4,5

^oHealth Impacts: 1. Control, 2. Anxiety and stress, 3. Community participation and inclusion, 4. Social capital, 5. Fear of crime

Recommendations for future community engagement

Recommendations	Relevant Health Impact ^o
<p>12. In choosing approaches to community involvement and engagement consider; identifying beforehand who it is that you want to engage with, using random sampling to involve people who would not usually get involved, ensuring the process is accessible to all relevant groups (e.g. children, young people, people in employment), identifying barriers to involvement and ways of overcoming these.</p>	3,4
<p>13. Develop a Community Involvement Strategy for Netherley Valley, which defines formal and informal mechanisms and an infrastructure for residents who wish to be engaged in decisions about their neighbourhood</p>	3,4
<p>14. Develop a communication strategy so that information, such as measures to reduce ASB and community consultation, reaches the public.</p> <p style="padding-left: 20px;">a. Specific consideration should be given to ways of communicating activities to hard to reach groups that may be particularly affected by ASB (e.g. elderly people, young people).</p>	all
<p>15. Future Citizens' Juries or other forms of community consultation should be linked to existing community groups.</p> <p style="padding-left: 20px;">a. Invite and support jurors to attend meetings in their community. b. Involve existing community groups in the jury process. c. Establish ways of linking with children and young peoples' groups</p>	all

<p>16. When carrying out forms of community engagement such as Citizens' Juries, create links between the jury and wider community.</p> <p>a. Proactive communication and awareness raising to support public awareness and participation (for example through having an open meeting - 'meet the jury')</p>	<p>all</p>
<p>17. Before beginning the process ensure basic process mechanisms are in place such as;</p> <p>a. Feedback for the participants but also other partners and the public.</p> <p>b. Process for considering and reacting to recommendations and other issues arising out of Jury meetings</p> <p>c. Monitoring and evaluation and dissemination of achievement</p>	<p>1,2,3,4</p>
<p>18. Make sure there is clarity about the role of the people involved.</p> <p>a. Be clear about limitations.</p> <p>b. Prepare witnesses so that they are able to tailor their presentations to the Jury and so that they also have an idea of what to expect</p>	<p>1,2,3</p>
<p>19. Allocate time to creating a good working atmosphere</p> <p>a. Include time for team building exercises</p> <p>b. Consider whether participants need any capacity building (e.g. taking notes, effective listening, speaking out).</p> <p>c. Make support available throughout the process (e.g. Jurors' friend)</p> <p>d. Avoid using adversarial language to describe different roles (Jury, Witness)</p>	<p>1,2</p>
<p>20. Be committed to the process. Only engage with the community if you are prepared to respond to the findings and committed to feeding the results into the decision making process.</p>	<p>all</p>

°Health Impacts: 1. Control, 2. Anxiety and stress, 3. Community participation and inclusion, 4. Social capital, 5. Fear of crime