

**CUMBRIA POLICE AUTHORITY
Policing Plan and Best Value Committee**

16 March 2006

Agenda Item No 8

BEST VALUE REVIEW OF ANTISOCIAL BEHAVIOUR - TERMS OF REFERENCE

A report by the Chief Constable.

SUMMARY

Attached are the proposed terms of reference for the Best Value Review of Antisocial Behaviour.

The proposed aim is to identify aspects of antisocial behaviour which most concern the public and recommend cost-effective steps that the Constabulary can take to address them and, to help BCU Commanders to improve performance by improving the effectiveness of the police service in tackling antisocial behaviour.

Whilst antisocial behaviour is a subject influenced by other partner agencies, consultation with other forces that have carried out this type of review identified that 'scope creep' occurs on a large scale, decision-making is ineffective and the review becomes too large to manage. This results in inability to reach consensus decisions, inconsistent implementation across a number of different agencies and identified benefits are not realised.

The terms of reference reflects these issues and recommends that the review limit the scope to what the Constabulary can influence and implement. As a result the review specifically excludes partnerships and other agencies' arrangements and effectiveness, but will include what the police service can do at BCU level to secure effective partnership working with regard to antisocial behaviour.

All key stakeholders have been consulted on determining the terms of reference.

Other forces were consulted regarding their experiences of best value reviews for antisocial behaviour/community safety/partnerships.

RECOMMENDATION

That the Committee approve the terms of reference for the Best Value Review of Antisocial Behaviour.

**Michael Baxter
Chief Constable**

Best Value Review of Antisocial Behaviour Terms of Reference

1. Introduction

Antisocial behaviour was included in the Best Value review programme for 2005/6 because it was identified as a top priority in the organisational risk and performance assessment.

Many people in England and Wales believe that antisocial behaviour is a problem where they live. Public consultation in Cumbria has identified that 60% of the public worry most about antisocial behaviour and 62% would like this behaviour to be tackled.

The importance of carrying out a Best Value review has been confirmed by the government's renewed Respect Agenda, launched in January 2006, its inclusion in the National Policing Plan and the Constabulary's own priority "to continue to reduce people's fear of crime and antisocial behaviour and disorder".

Categories of minor violent crime and criminal damage are also included in antisocial behaviour and the Violent Crime and Criminal Damage Improvement Reviews have partly informed the scope of this review.

2. Aim of the Review

To identify aspects of antisocial behaviour which most concern the public and recommend cost-effective steps that the Constabulary can take to address them.

To help BCU commanders to improve performance by improving the effectiveness of the police service in tackling antisocial behaviour.

3. Review Scope

The review will use information from a public survey, commissioned by Strategic Development, to find out what aspects of antisocial behaviour most concern them.

The review will seek to break down antisocial behaviour data into actionable information to prioritise what is reviewed and/or where this will help identify improvement options.

The review will identify the way in which the Constabulary deals with antisocial behaviour incidents and conduct a gap analysis between public expectation and policing activity.

The review will examine current processes to deal with antisocial behaviour tools (ASBOs, ABCs etc) to establish whether they are efficient, effective, economic and achieve the desired outcomes.

The following areas were identified by the Violent Crime and Criminal Damage Improvement Reviews:

The review will investigate whether victim referral schemes (where alcohol is a contributory factor and for repeat victims) are operating elsewhere in the country and their impact on low-level violent crime.

The review will investigate whether prosecuting violent crime offenders without witnesses in court has been adopted elsewhere and, in consultation with the Crown Prosecution Service, whether it would be a viable and effective tool in combating low-level violent crime.

The review will investigate whether CCTV is deployed according to National Intelligence Model and how deployment is managed to deal with antisocial behaviour.

4. Exclusions

Partnerships and other agencies' arrangements and effectiveness will not be reviewed, but the review will include what the police service can do at BCU level to secure effective partnership working with regard to antisocial behaviour.

5. Constraints

The police structure review may impact on the options available to the Constabulary.

Information from the Community Voice public survey has been delayed because of technical problems and should now be available by the end of February 2006.

6. Interfaces

The review will take note of developments in other closely related work:

National:

- i. Neighbourhood policing programme.
- ii. Implementation of National Standards for Incident Recording.
- iii. Implementation of National Call Handling Standards.
- iv. Actions to address First Contact (HMIC Thematic Inspection of Police Contact Management).
- v. Development of Witness Code of Practice.
- vi. Implementation of Victims' Code of Practice.
- vii. Respect Action Plan.

Local:

- viii. Action plans from violent crime and criminal damage improvement reviews.
- ix. Development of Constabulary's policies - volume crime, hate crime, crime recording and management.

- x. Violent crime action plans.

7. Timescales

The terms of reference will be submitted to Policing Plan and Best Value committee on 16 March 2006.

The review will provide options to Best Value Board in June 2006.

8. Method

The review will be undertaken in accordance with the Best Value Policy and Strategy Handbook, in particular the statutory obligations to consult, compare, compete and challenge.

Consultation

Public and internal consultation will be used to target the problem issues with antisocial behaviour and will be used to develop improvement options.

Consultation will include:

- i. Analysis of the Community Voice public survey on antisocial behaviour (2006).
- ii. Focus groups with members of the public, including targeted groups where the data indicates (for example, youths).
- iii. Internal practitioners and frontline officers to establish how the Constabulary deals with antisocial behaviour incidents.
- iv. Home Office Respect Team.
- v. Specific consultation with Lancashire Constabulary to determine how antisocial behaviour is managed there.

Consultation with the stakeholder group will be used to gain support for the review, ensure options are SMARTS* and to gain organisational commitment to improvement actions.

* Specific, Measurable, Achievable, Relevant, Timebound, Stretching

The review will investigate the feasibility of carrying out a mystery shopping exercise (a combination of real-time activity analysis showing how police officers tackle antisocial behaviour in the early evening and viewing actual events on CCTV).

Specific consultation with other agencies is excluded (as per Section 4) except where it might inform options to improve the effectiveness of the Constabulary.

Comparison

Comparison will be used to carry out benchmarking and to identify effective practice, which will inform option development.

- i. Other forces' relevant Best Value reviews.

- ii. Benchmarking against the HMIC Baseline Assessment framework for Reducing Antisocial Behaviour.
- iii. Antisocial behaviour data from other forces to inform research into high performing forces/Basic Command Units (BCUs)/Crime and Disorder Reduction Partnerships (CDRPs).
- iv. Research into high performing and/or most improved forces/BCUs/CDRPs.
- v. Benchmarking against best practice and relevant government legislation to identify gaps in service delivery, including the use of the extended police family.

Competition and Collaboration

Tackling antisocial behaviour is a core policing activity and for this reason no work on competition is proposed as part of this review.

Specific consultation will be carried out with Lancashire Constabulary to determine how antisocial behaviour is managed - this will support decision-making at the options evaluation stage and whether to pursue any collaborative arrangements.

Challenge

The Lead Members will provide challenge throughout the review in accordance with the challenge strategy in the Best Value Handbook.

9. Structure, roles and responsibilities

The review will be conducted using a high level management stakeholder group as follows:

- i. Sponsor and Business Owner: ACC Operations.
- ii. Police Authority Designated Members: Linda Shaw.
- iii. Key Stakeholders: Citizen Focus Project Manager, Area Commanders and Chief Inspector Communications Centre, Director of Partnerships.
- iv. Best Value Manager.
- v. Quality Assurance: Director Strategic Development.

The group will invite other individuals to the stakeholder meetings as appropriate.

Roles are defined below:

Sponsor and Business Owner

- I. Agrees initial terms of reference
- II. Chairs stakeholder meetings
- III. Monitor progress of the review against key milestones and initiates corrective action where necessary
- IV. Keeps the review in line with the Strategy Plan
- V. Ensures that review focuses on achieving its aim and outcomes
- VI. Ensures delivery of improvement actions and desired outcomes.

Police Authority Designated Member

- I. Represents the Authority
- II. Attends stakeholder meetings
- III. Gains broad understanding of the area under review
- IV. Provides challenge and scrutiny
- V. Keep records as required to demonstrate authority involvement
- VI. Attends Best Value Board for option evaluation

Key Stakeholder

- I. Attends stakeholder meetings
- II. Provides information and professional advice throughout the review
- III. Evaluates data and make decisions throughout the review
- IV. Delivers some identified improvement actions and related outcomes.

Quality Assurance

- I. Approves detailed planning
- II. Monitors that risks are being controlled
- III. Monitors that the right people are involved
- IV. Monitors that the desired outcomes of the review will be achieved and that there is no scope creep
- V. Monitors that an acceptable solution is being developed
- VI. Reviews deployment of resources to problems
- VII. Attend stakeholder meetings.

10. Desired Outcomes

- i. Reduced levels of antisocial behaviour.
- ii. Improved Baseline Assessment grading for Reducing Antisocial Behaviour.
- iii. Potential efficiency savings.
- iv. Corporate approach to combating antisocial behaviour.

11. Assumptions

The Constabulary and Authority are willing to invest in change if it is necessary to achieving the desired outcomes.

12. Risks to the review

Risk	Management Arrangement
Force structure may require redeployment of resources available - which may threaten delivery within the timescales.	Detailed project plan, regular communication with key stakeholders. Willingness to extend deadlines or postpone as required.
People may leave and will be unable to replace them.	Willingness to extend deadlines or postpone as required.