

Terms of Reference

General

The Police and Crime Standards Directorate (PCSD) maintains standards of excellence in policing, partnerships and initiatives that strive to ensure community safety and deliver related Home Office targets. The directorate sits within the Crime Reduction and Community Safety Group within the Home Office.

PCSD undertakes three key functions which form a continual performance review and change cycle:

- performance measurement, analysis and assessment
- performance monitoring, tasking and review and
- supporting performance improvement

Where the first two steps indicate that direct support to a particular partnership or police force area is required, PCSD works in conjunction with the relevant Government Office Home Office Team to plan and implement an appropriate response.

The PCSD response is tailored to the needs of the specific partnership / area. This document describes the standard principles which apply to all PCSD partnership support programmes and relates specifically to the Hull programme planned for November-December 2006.

Milton Keynes Partnership

PCSD has agreed to conduct a Partnership Support Programme with the Milton Keynes Partnership, following a request from the partnership. The PCSD lead will be ACC Dan Clacher, Head of the Police Standards Unit, within PCSD.

The terms of reference, set out in the following paragraphs, provide the core details of the project, including how it will be conducted and by whom. They aim to be the main point of reference for all parties involved

1. Objective

1.1 The objective of the partnership support programme is to drive up the performance of the partnership in relation to reducing crime and anti-social behaviour and tackling drug misuse, so improving the delivery of the partnership's priorities.

1.2 Improved partnership performance will contribute to the Home Office PSAs 1, 2 and 4, targets of reducing crime, fear of crime and anti-social behaviour and the harm caused by illegal drugs.

1.3 The support programme will be delivered through a comprehensive, open, transparent and inclusive consultancy process which will identify both effective practice and areas for improvement.

2. Scope

2.1 To achieve this objective the diagnostic will:

- a) analyse and review partnership structures, frameworks, performance, data systems and performance management
- b) using structured interviews and/or workshops, gather the views of the key partners about current performance, challenges, successes, including strategic, middle tier management, operational and process issues to gain a full understanding of the partnership
- c) produce a report of the key findings and recommendations which will help form a partnership improvement plan.

3. Client(s)

3.1 The client for this project is the Milton Keynes Community Safety Partnership as represented by {to be decided}

3.2 The single point of contact for the Partnership is:

Richard Solly
Community Safety Manager

4. Project Team

4.1 Details of the project team for the diagnostic, including individuals' roles and contact details, are at [Annex A](#).

5. Client Responsibilities

5.1 The clients will be responsible for:

- i. facilitating availability of people identified as interviewees
- ii. supplying all relevant information to the project team
- iii. informing all interested parties of the project
- iv. nominating a single point of contact
- v. participating in project meetings with the project team as appropriate
- vi. communicating openly, honestly and with respect with the project team about the progress of the project, at regular intervals and as required
- vii. actively considering the recommendations at conclusion of diagnostic
- viii. developing an improvement plan following agreement of recommendations
- ix. participating in follow-up review 6 months after end of project
- x. providing constructive feed-back to the project team during and at the end of the project

The draft and final report will be owned by the clients who will be responsible for any decisions about publication.

- 5.2 The Project Team will be responsible for:
- i. delivering the programme as agreed
 - ii. working with the clients and their partners in an open, honest and respectful manner, responding appropriately to each individual's diversity
 - iii. developing and working within clearly defined roles within the project team, and communicating these to clients
 - iv. participating in project meetings with the client
 - v. discussing emerging issues and recommendations with the client as they arise
 - vi. confirming all appointments in writing wherever possible
 - vii. conducting all interviews in a professional manner and respecting the confidence of all interviewees, making clear if there is ever an exception to the confidentiality undertaking
 - viii. offering all interviewees the opportunity for further comment or confidential follow-up after initial interviews
 - ix. formulating draft recommendations and presenting them to the clients on the last day of the diagnostic phase
 - x. producing a draft report, within two weeks of the end of the diagnostic, which will include:
 - an executive summary
 - identified effective practice
 - key areas for improvement under key theme areas, for example, leadership, problem solving, use of resources and performance management
 - recommendations and actions
 - appendices with details of the review
 - xi. producing the final report, within 6 weeks of the end of the diagnostic
 - xii. storing all related material in a manner, and for a period, compliant with Data Protection Act, etc
 - xiii. agreeing with the client how members of the project team will assist with the implementation of the resulting action plan
 - xiv. conducting a review of progress 6 months after the completion of the project
 - xv. seeking constructive feedback from clients during and at the end of the project

The project team will not publish the draft or final diagnostic report, or share it outside PCSD, without the client's agreement but may publish anonymised lessons learned from the project.

6. Security clearances

A judgement around protective services or sensitive areas of delivery within the Partnership will be made during the programme. If sensitive matters of security arise the handling of these matters should be agreed by the Project Leader and the client representative

7. Programme of work

7.1 The initial programme of work, up to and including the provision of the final report, will take place between [To be decided formally]

7.2 The field work in Kingston upon Hull will take place from [Provisional dates February 26th – 8 March]. A detailed work plan will be shared with the clients prior to the commencement of the diagnostic. It will include details of:

- i. the interview and workshop schedule
- ii. attendance at meetings / parades and patrols
- iii. any other planned methods of obtaining stake-holders' views
- iv. daily round up meetings and weekly feedback meeting to client

8. Monitoring and review

8.1 Monitoring and review of progress of the implementation of the recommendation and action plan will be conducted by GOSE and PCSD, with a comprehensive review 6 months after the end of the diagnostic. This will not affect the continuation of standard performance management arrangements.

9. Finance

9.1 This diagnostic will be at no cost to the partnership other than through the use of individuals' time in participating as required

10. Amendments to ToR and Project Plan

10.1 The ToR and the project plan may be amended during the project with the agreement of the Client lead officer and the Project Leader.

11. Summary

11.1 This document is provided in the spirit of cooperation and is intended to create clarity around the support process being offered by PCSD. It reflects the intention of PCSD and the clients to work in a constructive, open and transparent manner to deliver the maximum potential benefit with the minimum of disruption to the daily operational challenges faced by a busy partnership.

11.2 Constructive feed-back will be sought by the project team throughout to ensure that it is providing the high quality of service intended and to identify areas for improvement.

Signed:
Name:	Dan Clacher	
Position:	Project lead and Head of PSU	Lead Partnership representative
Date:

Appendix C: Detail and importance of the Quality Indicators

1. **Leadership:** - Effective leadership is a vital aspect of any successful organisation. In partnerships, where a variety of disparate agencies and individuals are drawn together to deliver a shared agenda, leadership becomes of particular significance. In reviewing the performance of a partnership, we will pay close attention to the way in which the leader and leadership of that partnership exercise their skills and knowledge to develop and deliver a shared vision of successful delivery.

Partnerships may achieve successful results because of the efforts of partner agencies in isolation or because of the work of dedicated individuals. However, we believe strongly that truly successful delivery can only be sustained if there is strong leadership to ensure that partners achieve together more than they could on their own.

2. **Establishing a shared vision:-** Achieving commitment and consensus across a range of partner agencies is not a straightforward process - whatever the issue. Delivering crime reduction and the National Drugs Strategy is no exception. Partners should prioritise the development and review of a shared vision for the partnership - which enables successful delivery of national expectations whilst understanding and addressing local needs.

In developing a shared vision, Partnership members will have a clear understanding of their role, their organisations role and how they contribute to the delivery of the Partnership's vision through delivering the aims and targets.

Delivery will require an agreed management structure with clear lines of responsibility and transparent decision-making processes that are accountable to the Partnership. The development of a shared vision and processes to deliver the vision are critical to the success of partnership working.

3. **Managing your Community Safety Strategy:** - Before establishing a Strategy, partnerships should be aware of:

- i) Section 17 of the Crime and Disorder Act 1998 and its implications and their obligations under the Act;
- ii) Amendments in the Police Reform Act 2002;
- iii) Future proposals within the Police and Justice Bill 2006;
- iv) Aware also of the National Drugs Strategy (including the updates 2002 and 2005) and the required expectations of meeting targets and delivery expectations;
- v) The National Community Safety Plan 2006;
- vi) Aware of the Home Office Public Sector Agreements and the delivery expectations this places upon the Partnership.

Partnerships are affected by legislative requirements concerning the development of local strategies and plans to tackle crime, disorder and drugs issues. The development of partnership accountability, the introduction of neighbourhood policing and the broader local government modernisation agenda all contribute to an environment where the management of local community safety strategies is of increasing importance. Analysis of the extent and nature of local issues should be an ongoing process, allowing partnerships to develop their understanding of local problems. Every strategic plan addressing local community safety issues should be a

living, working document that reflects the current concerns about crime and disorder. Carrying out ongoing analysis of crime, disorder, and drugs/substance misuse issues allows partnership to identify not only their main problems, but also to engage with their local communities and review activity and performance. Partnerships can use this as an opportunity to ensure that the priorities that they have identified are put into the broader context of related community plans and strategies of other partner agencies.

A successful strategy will encompass; community priorities, local crime, disorder and substance misuse priorities and reflect national priorities where relevant. The delivery of the strategic objectives will rely upon effective problem solving, analysis and performance management systems to ensure that the priorities are delivered effectively

4. Effective relationships: - The importance of establishing and maintaining effective relationships with all Partnership members and stakeholders should not be underestimated.

An effective vision and strategy can only be delivered by maintaining the commitment of all those involved in delivery it. This will be achieved by encouraging everybody to speak openly, honestly and positively with each other. Where disagreement does arise, partnerships must manage it effectively so it does not disrupt operational delivery and other partners' levels of commitment.

The management of effective relationships should flow from the Leadership, through the Partnership member's agencies, to front line staff and the communities they serve. As with the other quality indicators in this document, good relationship management relies upon other aspects of partnership working. An awareness of working together to deliver a shared vision, in which there is a clear relationship between successful delivery of strategic objectives and community concerns, is essential. Equally, a partnership should understand the role that each partner can play in the delivery of the strategic objectives and the value of the resources that each can bring to delivery.

The inclusion of relationship management as a quality indicator emphasises that successful partnership is not only about achieving results: it is about creating a culture in which people and their contributions are recognised and valued, where delivery of success is embedded in a climate of supportive team-working to tackle local issues.

5. Problem solving: - Partnership working acknowledges that problems of crime, disorder or drug misuse can only be addressed effectively if the partners come together to resolve them. No one agency can effectively tackle these problems without recognition of the value that others can bring.

The use of a problem solving approach, driven by robust information exchange and analysis, is widely recognised as an effective way to tackle crime. Problem solving has been defined as:

- i) making use of data to establish the existence and extent of a problem, to analyse its nature and source, to plan intervention measures to reduce it, and to monitor and evaluate the effectiveness of the selected response

- (whether the interventions have worked, whether they have produced their effects in the expected way, and whether there have been any significant (positive or negative) side-effects;
- ii) drawing on findings from existing research to inform data analysis and choice of responses;
 - iii) applying informed lateral thought in developing innovative solutions, and;
 - iv) using feedback in decisions to adjust, expand, abandon, and maintain initiatives.

(Taken from Read and Tilley 2000)

When completing the assessment, we will be considering the way in which partners develop their understanding of the problems they face and the way in which they then develop and deliver interventions to address them. Partners can only achieve a sustained impact on the problems faced by communities if they act on a shared understanding of those problems.

6. Effective use of Partnership Resources: - For a partnership to be successful, it must use its financial, human, information and technical resources effectively. We expect that the leadership of the partnership will work closely with partner agencies to identify ways in which to maximise use of all resources to deliver agreed interventions. Use of shared resources is an indication of the commitment given by partners towards the aims and vision of the partnership.

Financial

We expect partnerships to use financial resources to best effect, within the bounds of financial probity. Partnerships should understand the importance of financial accountability, develop budgets to sustain effective delivery and plan commissioning of services and interventions, taking into account value for money. The mainstreaming of interventions is an important element of delivery that will need sound financial management

Human resources

We consider it a sign of a good partnership that they share resources and develop clear lines of accountability for delivery. To support this, agencies should recognise the role that partnership leads have in their own organisation. Leaders should encourage partnership ownership of interventions and in doing so manage conflicting priorities within the partnership

We expect partners to commit resources to partnership working that are over and above those paid for by central funding. Effective use of resources is therefore included in our suite of Quality Indicators.

7. Successful Programmes:- We regard successful programme management as a crucial aspect of successful partnership working, as it ensures that partnerships are able to deliver their strategic priorities. A critical component of programme management is having in place a responsive commissioning process, which is instructed by the Partnership and presents advice and service options on how they could deliver their strategic objectives.

As far as possible, partnerships should decide locally on the shape of structures and processes to support programme management, though they will also wish to obtain the advice of the Government Office/ Welsh Assembly Team on what has proved to be best practice elsewhere.

If partnerships are able to influence and change operational priorities of commissioned services, they are more likely to be responsive to the problems and needs of their stakeholders. This will require the maintenance of a constructive relationship between the Partnership and service providers. In working closely with those providers, the Partnership will foster and sustain an inclusive delivery environment.

8. Performance Management: - Effective performance management should run through everything that a partnership does in the delivery of its aims and objectives. Doing so should bring together the capacity of a partnership and its resources to ensure successful delivery of the partnership's business. Improving the local capacity to performance manage delivery is an important aspect of the Government's agenda to improve local service delivery. Performance management plays a crucial role in increasing the confidence in the ability of local partnerships to deliver against local and national priorities.

Partnerships face many challenges in ensuring effective performance management. Shared accountability is an issue faced by many, as they endeavour to work in a genuinely crosscutting manner to tackle problematic local issues. Measuring the success of a variety of partner inputs and outputs can be difficult when the solutions are implemented in a multi-agency approach. These, and other issues, may make performance management more difficult to achieve in the short term. However, a mature partnership with a clear sense of purpose, a strong leader and a sound understanding of local priorities should be able to deliver the performance management systems necessary. This emphasises the need to link across to other areas of partnership working.

A successful partnership is one that has responded to the challenge of introducing robust performance management and is able to use it to produce better outcomes for the local community.

9. Communication Strategy: - The importance of communication in partnership working arrangements is increasingly a factor for successful delivery. The Home Office recognises that without effectively communicating to partners, stakeholders and the community, partnerships may struggle to achieve recognition of success. The importance of communicating success can support actual reductions in crime, disorder and drugs problems and can contribute greatly to communities feeling safe and secure.

Communication to partners, stakeholders and the community also offers a way by which others can become involved in the work of the partnership. It helps maintain interest and confidence in the work of the partnerships. Partnerships can use communication with the community as an opportunity to increase a sense of public accountability and community involvement in decision-making. With partner agencies and other service users, communication can increase consultation and

responsiveness, making partners more engaged in delivery. It provides a way for partnerships to provide feedback to their stakeholders and communities on the outcome and impact of their decisions, within an agreed time and format.

Partnerships should assess the effectiveness of their communications strategy and the way it contributes to the wider aims of Government policy on community engagement and improving local decision-making. The relevance of effective communication to this wider policy makes this a critical quality indicator of partnership working.

10. Community Engagement: - Government is committed to delivering increased civil renewal to develop strong, active and empowered communities. Community engagement is a core aspect of the process by which civil renewal is delivered. One way in which community engagement can be improved is through the involvement of individuals and communities in improving the planning and delivery of public services. It is only through genuinely engaging with local people that services can be developed that meet local needs and aspirations.

The participation of individuals and communities in local delivery starts with effective feedback on decision-making, allowing them to understand the decisions being made by local public bodies. It enables communities to hold local agencies accountable for their actions.

Community consultation is an important element of increasing community engagement and participation. The Crime and Disorder Act 1998, as amended by the Police Reform Act 2002, requires that local Crime and Disorder Reduction Partnerships consult their communities on crime and disorder priorities emerging through the audit and strategy process. It is important to seek the views and priorities of local communities prior to taking action to increase the influence of communities on the decision-making that affects them. Crime and drugs partnerships should be accountable to the communities they serve and need to be able to demonstrate that they are meeting the needs of the whole community.

The way in which partnerships engage and consult their communities is an important indication of their commitment to increasing community engagement. It is therefore included as a quality indicator, so that partnerships can consider the way in which they engage with their communities in the delivery of local crime, disorder and drugs priorities.