

**C/02/01**  
**Agenda item 5**

**Appendix 2**



**INITIAL DRAFT**

**Consultation Strategy and Implementation Plan**  
**2002/05**

**Report of the Consultation, Diversity and Outreach Unit**

## Introduction

This document sets out an initial consultation strategy for the Metropolitan Police Authority and the Metropolitan Police Service. The strategy will be owned and managed by the MPA that will be accountable for its delivery. It also serves as a reference document for the Greater London Authority functional body family with which the Authority will work closely on consultation.

## Definition of consultation

The MPA and MPS, has many different audiences and target groups: citizens, customers, users, stakeholder organisations, individuals and communities. There are many modes of engagement: consultation, public involvement and participation, needs assessment, market research, re-connecting citizens with government, to name but a few. For public authorities, statutory requirements to consult, and legal definitions of consultation are also important

For practical purposes consultation is used in this paper as a generic term to encompass a wide spectrum of activities. The following working definitions have been adopted from the GLA group Best Value review of Consultation:

**Consultation:** providing effective ways for citizens, service users and stakeholders to understand and influence decisions and policies that affect them

**Public engagement:** an ongoing dialogue with the public, building shared knowledge of strategic London issues, and wider participation in shared solutions and decisions.

**Londoners:** people who live, work, study or run businesses in London, visitors to London, commuters into London, and organisations located here.

**Stakeholders:** organised and representative interest groups across all sectors of London's communities. These include business and academic institutions, the voluntary sector, London boroughs, and the wider community groups who function within an organised infrastructure.

By the term consultation, this document is referring to processes and activities that seek to find out discuss and understand the views of Londoners:

- in order to shape the policies and priorities at strategic borough or operational command levels based relevant to policing in London;
- and by which the Authority can assess the effectiveness and efficiency of the MPS in undertaking consultation

The strategy is not attempting to encompass the Authority's wider communication and marketing objectives, which should more appropriately fall under a

communication strategy. However the giving and receiving of information between the Authority and the public to make consultation more effective is within the scope of the definition.

It should also be stated that by 'consultation', we include and want to focus upon processes wider than 'market research'. The strategy is concerned with the involvement, engagement and participation of consultees in the business of the Authority. As such, it is closely linked with the Authority's objective to hold the Metropolitan Police Service to democratic account and to ensure trust and confidence in the police service.

**All consultation undertaken by the MPA and MPS, whether at Pan London or local levels should seek to answer the following:**

**Why do we consult?**

- Service improvement - future planning - building consensus
- Understanding behaviour - attitudes - needs – views
- Statutory requirements

**What are we doing?**

- Information - consultation - deciding together - delegation of decision-making
- Communication – research - offering opportunities for involvement

**Who do we consult and how?**

- Groups/stakeholders prescribed by statute - wider public or selected groups
- Customers (including involuntary ones) - users - citizens - voters - taxpayers
- Public at large - informed public/individuals - experts

- Individuals - communities (of place, of interest) - stakeholder organisations
- Directly affected groups/individuals - indirectly affected ones - citizen interests
- Large/representative numbers - targeted groups - self-selected groups

## Consultees

There are several broad categories of consultees with whom the MPA consults.

One such category is statutory bodies, institutions and agencies, for example local authorities.

- A second category is the public, by which we mean
  - individual members of the public;
  - the societies, associations and groups members of the public form;
  - people/groups who represent sets of individuals.
- A third category is users and recipients of MPA/MPS services.

- A fourth category is staff and those involved in the delivery of services.

This is not intended to be a comprehensive classification, but is included here to help define the consultees with which this document principally deals.

A detailed consultation plan will identify how these categories will be engaged in specific consultation activities.

**SEE REVISIONS TO BE INCLUDED HERE**

## **Vision**

The 5-year vision for the Metropolitan Police Authority is that through its work and the realization of this strategy:

- 1) The public in London, regardless of where they live, work or visit, their backgrounds, or the views they seek to express, are:
  - Given a full opportunity to exchange their views with the MPA and MPS;
  - Feel confident in raising these views; and
  - Have a fair and equitable opportunity in doing so.
- 2) Consultation makes a real difference to MPA/MPS decision-making.
- 3) Institutions whom work and share common aims with the MPA consider the MPA to consult in an innovative and exemplary way and to be a supportive partner in consultation.
- 4) That consultation is recognised as a core activity by both the police service and the Authority, to particularly include members of the MPA, senior personnel in the MPA/MPS as well as the public.
- 5) That the public in London feels the MPA holds the MPS to democratic account, in an effective and efficient way in which it carries out consultation at strategic and local levels.

## **Current Position**

### **The Best Value Review of Consultation**

The Authority was established in July 2000. In conjunction with the MPS it conducted a Best Value Review of Consultation, which reported in March 2001.

Four key drivers for consultation were identified:

1. The democratic role of the Authority;

2. The statutory duty to consult Londoners upon their priorities for their police service.
3. The Authority's duty on Best Value, in which the need to consult is an explicit requirement.
4. The Authority's role to ensure the MPS is efficient and effective in its policing of the Metropolitan district and so responsive to the needs of Londoners.

*Key constraints to Vision identified through the review*

There is no corporate co-ordination of consultation.

Consultation doesn't adequately reach groups with whom the police needs to gain confidence and develop good dialogue.

The MPS culture is not a listening one.

Borough-level concerns are not perceived to be sufficiently accommodated in the corporate planning process.

Minimum good practice standards are not met nor monitored, so leading to inconsistency and unequal opportunities for the public across London.

PCCGs are at different levels of development. Not all fit well into local and strategic consultation frameworks.

Consultation processes for the policing plan and best value reviews are not well-specified nor sufficiently linked to community safety (crime and disorder) partnerships.

More systematic evaluation of consultation needs to takes place.

Costs/benefits of consultation are not adequately identified.

**Key success factors for ensuring the vision is achieved.**

- Establishment of a management structure direct and oversee an MPA/MPS Consultation Strategy.
- Great deal of experience gained during the first year of the Review in progressing a number of recommendations.
- Establishment of good relationships with key partners and stakeholders to undertake consultation.
- Involvement in the GLA Group Best Value Review of Consultation.

- Confident approach in working with consultative groups to ensure improvements

**Strategy and Implementation Plan (this will be revised to incorporate the recommendations arising from the GLA Group Best Value Review of Consultation once the Authority has adopted these).**

<b>Key products and outcomes sought</b>	<b>Action Required</b>	<b>Implementation Targets</b>	<b>Year</b>	<b>Responsibility</b>
Better co-ordination of consultation at corporate level of MPA and MPS	Outline and set up consultation units in MPA and MPS	Define and establish organization structure and responsibilities.	1	<b>MPA</b>
		Establish corporate leads.	1	
		Develop roles and recruit to units	1	
	Prepare 3 year planning calendar	Map all local and central consultation activity and set out in schedule.	1	<b>MPA LEAD</b>
		Specify policing plan timetable.	1	
		Develop process for liaising with Community Safety Partnerships, BOCUs and consultative groups to co-ordinate central activity more closely with borough level consultation.	1	
		Identify annual programme of consultative group meetings.	1	
		Review requirements and timing of Public Attitude Survey in line with other internally and externally commissioned survey work.	2	
	Set up consultation board	Agree constitution.	1	<b>MPA COD Committee</b>
		Develop terms of reference.	1	
		Set up programme of meetings.	1	
Greater accessibility and inclusive consultation	Voluntary sector capacity building	Consider objectives, scope and feasibility of challenge funding.	1	<b>MPA CDO Unit</b>
		Progress as feasible.	2	
		Identify, help develop and work with network of voluntary sector groups and advocates.	½	
	Support initiatives to make consultative	Help develop group constitutions.	1	<b>MPA CDO Unit</b>

**C/02/01**  
**Agenda item 5**

<b>Key products and outcomes sought</b>	<b>Action Required</b>	<b>Implementation Targets</b>	<b>Year</b>	<b>Responsibility</b>
	groups more representative of their communities.	Carry out publicity campaign on behalf of consultative groups.  Review accessibility issues and how MPA can help to address these.	2  ½	
	Introduce new channels of consultation	Develop e-consultation	2	<b>MPA/MPS SM Board</b>
		Consider 'Citizen Panel'.	2	
	Undertake targeted initiatives	Identify where confidence gaps occur between the police and different sections of the community.  Carry out risk assessment i.e. those groups with whom non-confidence creates significant barriers to consultation as wells as to crime reduction and public order.  Prioritise high-risk groups.  Establish programme for consulting on priorities.  Carry out specific initiatives and outreach work.	1  1  1  1  on-going	<b>MPA CDO Unit</b>
	Bring more sections of the community into delivering consultation.	Review procurement procedures to ensure local, small businesses can develop and compete with market dominant consultants.  Introduce, where not established, quality assurance procedures to ensure consultants comply with equal opportunities legislation and encourage them to be active in promoting equalities.	½  ½	<b>MPA CDO Unit</b>
Better feedback	Improve links between consultation and communication units	Incorporate communications teams in Consultation Board.  Establish organization information flow diagrams dealing with key consultation processes.	1  1	<b>MPA &amp; MPS</b>
Greater emphasis upon borough	Build upon existing local consultation	Survey existing frameworks.	1	

**C/02/01**  
**Agenda item 5**

<b>Key products and outcomes sought</b>	<b>Action Required</b>	<b>Implementation Targets</b>	<b>Year</b>	<b>Responsibility</b>
based consultation	frameworks	Develop compacts with pan-London organization e.g. GOL, ALG, GLA, in supporting borough consultation.  Support MPA link members with networking in local consultation.	½  ½	
	Pilot Community Consultation Officers	Establish objectives  Select pilot boroughs  Agree budget and operational detail (achieved).  Recruit and appoint CCOs  Establish work programmes.  Review  Determine scope and feasibility of roll out.	Done  Done  Done  1  1   2/3	<b>MPA</b>
	Help raise standards locally	Identify and disseminate good practice models.  Seek to establish and participate in development of local consultation arrangements.  Establish minimum service levels/standards for consultative groups and ensure budget allocation supports these.  Consider deployment of resources to provide professional consultation support within boroughs.  Assess demand for best practice guidance, develop and disseminate accordingly.  Monitor and review local consultation undertaken by BOCU to ensure that target groups are being reached.	1/2  On-going  1  2  1	<b>MPA</b>
Value for money	Develop systems of evaluation	Consider and introduce an appropriate range of performance measures.  Establish performance management system of target setting, reporting,	1  1	<b>MPA/MPS CSMB</b>



**C/02/01**  
**Agenda item 5**

Key products and outcomes sought	Action Required	Implementation Targets	Year	Responsibility
		<p>monitoring and review. Undertake audit of Borough level consultation in order to inform strategy and planning process.</p>		
	Mainstream consultation	<p>Encourage incorporation of consultation best practice more widely across MPA/MPS.</p> <p>Progress implementation of BV recommendations arising from GLA Group and MPA/S reviews.</p>	on-going	<b>MPA/MPS CSMB</b>
	Resource management	<p>Appraise levels of skills, knowledge and experience of those involved in consultation.</p> <p>Provide training as appropriate to meet agreed standards.</p> <p>Identify ways to support and harness voluntary contribution into consultation.</p> <p>Identify common requirements with other agencies e.g. survey work, user groups etc. and develop partnership projects.</p> <p>Review and develop use of information technology and systems.</p> <p>Review systems and processes for internal joint working and sharing of skills.</p>	<p>1/2</p> <p>2</p> <p>2</p> <p>1</p> <p>2</p> <p>1</p>	<b>MPA/MPS CSMB</b>
	Make better use of consultation	<p>Develop systems for sharing and publicizing consultation feedback.</p> <p>Develop system for tracking use of consultation processes and feedback.</p>	<p>1</p> <p>1</p>	<b>MPA/MPS CSMB</b>
	Budget management	<p>Define budgets.</p> <p>Establish effective monitoring arrangements.</p>	<p>1</p> <p>1</p>	<b>MPA/MPS CSMB</b>
	Motivate	Publicise successes	On-going	<b>MPA/MPS CSMB</b>

## **Management of the plan**

The management of this plan will be the responsibility of the MPA Lead Officer for consultation.

The Consultation Committee, shall hold overall responsibility for achievement of the vision.

## **Monitoring and Evaluation**

At the turn of each financial year, the above implementation targets shall be, re-prioritised, costed and assigned. New targets shall be added as agreed by CDO Committee.

Progress against the Plan shall be reviewed at least annually by Consultation Committee and at least half yearly by the proposed Consultation Board.

A process of independent evaluation of the plan shall be developed.

Progress updates shall be supplied to HMIC as agreed or upon request.

## **Race relations (Amendment Act) Action Plan**

The MPA and MPS have both identified processes in their published schemes for undertaking consultation that will include and reflect the views and experiences of people from differing racial groups and experiences. Further revisions of the strategy and implementation plan will reflect this.

## **Budget and Costs**

A budget strategy for the implementation plan shall be developed in liaison with the MPA Treasurer and the MPS.

## Recommendations arising from the GLA Group BV review of consultation Appendix 1

Recommendations/actions	How	By when	Lead officer	Performance indicator
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<b>Key outcomes</b>				
FBs approve: <ul style="list-style-type: none"> <li>▪ GLA consultation framework</li> <li>▪ Good practice guidelines</li> <li>▪ Protocols for joint working</li> </ul>	Refer review outcomes to each Board	30/4/02	ML	Drafts issued to group members 4/02
Each FB to produce it's own consultation strategy based on the above	Through Consultation Network (CN)	31/5/02	FBs	Report outcomes to MMB 6/02
Core GLA consultation strategy to be approved	Refer to MMB	30/4/02	ML	Scheduled for 29/4

<b>Joint Working</b>				
Relaunch Consultation Network (review membership and terms of reference)	FBs to comment	30/4/02	ML	Collate views and decision on way forward by 30/4/02
FBs and core GLA to agree key issues & consultation plan for next 2 years	through CN	31/7/02	BG	Template produced by core GLA 31/5
Complete detailed mapping of consultation activity & costs across GLA group	through CN	31/7/02	BG	Core GLA version to be circulated 31/5
Agree joint surveys and joint consultation initiatives & publish a programme of consultation activities	through CN	31/7/02	ML	Initial report to MMB 6/02

<b>Good practice and better use of resources</b>				
Produce & maintain a library of consultation undertaken by other organisations	through research library	31/8/02	BG	Brief to Annabel Davies 30/5/02
Outsource consultation activity to other organisations where appropriate	Through procurement processes	Ongoing	FBs (CN)	indicate possibilities in consultation plan & map of activities
Launch and disseminate good practice guidance	Seminars, newsletter	9/02	BG (CN)	Plan and start programme from 6/02
Establish data base of consultation exercises, outcomes, contacts & future plans	Develop as intranet/extranet	31/12/02	BG	Agreed through IEG programme 1/6/02
Develop toolkit of consultation resources on intranet, building on good practice guidance	through 2 <sup>nd</sup> phase of web re-design	31/12/02	BG	agree with Jayne Davies for project plan
Improve consultation approach to fit better with borough planning cycles & elections	link with consultation plan	31/7?02	BG	consider at CN
Ensure systematic feedback to consultees	Establish clear resourced system	30/9/02	BG	Options paper to ML 31/7/02

**C/02/01**  
**Agenda item 5**

Monitor targets set in consultation framework and develop a system to measure consultation impact	Establish clear resourced system	30/10/02	BG	Options paper to ML 31/8/02
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Recommendations/actions	How	By when	Lead officer	Performance indicator
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Wider public engagement				
Consider recommendations of Assembly 'Reaching Out' scrutiny (expected mid-April 02)	report to MMB	5/02	ML	review report at CN
Establish techniques to engage traditionally excluded groups	Consider consultancy advice	1/9/02	BG	brief for consultants to ML by 30/6
Apply technology to improve consultation techniques and innovate e.g. email, web, texting	Through IEG project	31/10/02	ML	report to IEG steering group 5/02
Improve public awareness of GLA & FB responsibilities & achievements to enhance effectiveness of consultation & public engagement	Consider newsletter or similar publication to all Londoners	31/5/02	MO & Comu-nica-Tions	Report to MMB 5/02

Stakeholder engagement				
Review: <ul style="list-style-type: none"> <li>▪ Criteria for inclusion on stakeholder lists</li> <li>▪ Representative of list</li> <li>▪ How to publish &amp; up-date list</li> <li>▪ Duplication of mail-outs</li> <li>▪ Support to umbrella organisations.</li> </ul>	Review report to MMB	30/6/02	FK	draft to JJ & ML 31/5

Co-ordination				
Establish single point of contact with all major consultees	Raise with boroughs & stakeholders		FK	Draft letter to major consultees to ML by 31/5
Each FB to nominate a lead member on consultation	Raise with FBs		ML	Clear at final BV board meeting