

## **Who should be consulted?**

### **Issues for consideration**

1. Statutory guidance
2. Persons or bodies specified by the Home Secretary and other relevant organisations, including the business community
3. The general public
4. Significant hard to reach groups

This section details guidance on the main target groups to be consulted and provides illustrations of the range and type of individuals, social groups and organisations that should be engaged in the consultation exercise.

### **1. Statutory guidance**

An important strategic decision in relation to doing consultation concerns decisions about which persons, bodies and organisations should be formally consulted. It is generally acknowledged that the range and type of individuals, social groups and organisations consulted will partly be determined by the purpose of the consultation exercise.

This is less of an issue in relation to doing post audit consultation because partnerships will be aware of the general purpose of it, and thus the persons and bodies that should be consulted as part of the process. Box 8 recaps the aims of audit and strategy consultation.

#### **Box 8 The aims of audit and strategy consultation**

The aims of the consultation are to (Hough and Tilley 1998):

- Confirm that the audit has construed problems accurately
- Check that it does not contain crucial omissions
- Ensure that it is not based on misconceptions about the communities to which it relates
- Canvass opinion about proposed priorities and options.

In order to ensure that the consultation exercise involves a cross section of the population, the CDA 1998 amended by the PRA 2002 identifies the key individuals, groups and organisations that should be consulted. These are as follows:

- Persons and bodies which will be specified by the Home Secretary under section 6(2)d and 5(3) of the CDA, and other relevant local organisations – including voluntary organisations;

- The general public; and,
- Significant hard-to-reach groups, where no adequate representative organisation exists.

The identification of and access to these groups will differ across partnerships. This section makes brief mention of ways of identifying these groups.

## **2. Persons or bodies specified by the Home Secretary and other relevant organisations, including the business community**

Persons or bodies to be consulted under this heading include those specified by the Home Secretary under section 6(2)d and 5(3) of the CDA 1998 as amended by the PRA 2002 – namely the responsible authorities, co-operating bodies such as the probation service, and various invitees, including a wide range of community groups and statutory and voluntary bodies.

**Responsible authorities** are detailed in Box 9 below.

### **Box 9 Responsible authorities**

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|---|---|
| <ul style="list-style-type: none"><li>• Fire Authority</li><li>• Primary Care Trust (Health Authority in Wales)</li></ul> | <ul style="list-style-type: none"><li>• Police</li><li>• Police Authority</li><li>• Local Authority</li></ul> |
|---|---|

Identification of and access to these responsible authorities should prove to be a fairly straightforward task for each CDRP. Contact names, address details, telephone numbers and electronic mailing addresses will be held by the partnership administering authority.

**Other relevant organisations** are those stakeholders identified as relevant to the development, delivery and monitoring of a crime, disorder and drugs strategy in each local CDRP area. They may well include member agencies and organisations of the local CDRP, such as the National Probation Service, but equally they will also include a wide and rather diverse range of local organisations not formally represented on the partnership.

Two issues arise with regards the identification of and access to other relevant organisations for consultation.

- First, what are the relevant organisations that should be consulted? (this question is discussed in the paragraphs that follow).
- Second, ensuring that these organisations consult their employees and service users as part of the consultation process (this is discussed in the section entitled **How should consultation be delivered and used?**).

**Note: 6 Consultation research**

In highlight the issue of the identification of and access to other relevant organisations for consultation, Newburn and Jones (2002) interestingly make the point that while CDRPs placed great importance on consulting key partners, including the police, the local authority, National Probation Service and the local health authority in the first round of audits and strategies, a large number of CDRPs failed to consult with local education authorities, police authorities and town and parish councils, although more did consult with housing and social services. In part this finding has been addressed with the enactment of the PRA 2002.

It is important that CDRPs give sufficient attention to identifying all relevant organisations in their local area. These will include the National Probation Service, National Offender Management Service (post July 2004), Local Education Authorities, Local Criminal Justice Boards and their partners, Housing Departments and ALMOs (arms length management organisations), Social Services, Drug Action Teams, Youth Offending Teams, town, parish and community councils etc.

Other local organisations and groups relevant for identification for consultation include NHS trusts, social landlords, TEC, CPS, court manager, the Chamber of Commerce, The Race Equality Council, Neighbourhood Watch, Victim Support, Rape Crisis Centres, tenants and residents associations, local MPS and MEPs, Age Concern, organised gay and lesbian groups, local community leaders; crime prevention panels, parish councils, youth organisations, disability organisations, schools, colleges and universities, SRB partnership organisations, New Deal for Communities and so on.

In addition, CDRPs are further encouraged to consult bodies that represent the interests of, or provide services to a range of groups including women, the young, including children, the elderly, the physically and mentally disabled, gay, lesbian and bi/transsexual, asylum seekers, and those of different racial, ethnic and faith and language groups.

Compilation of a contact list of relevant other organisations should prove to be a fairly straightforward task for CDRPs and should require minimum effort if carried out with planning and coordination. Indeed, the CDRP and key partner agencies, particularly the responsible authorities will already have lists of relevant organisations they are aware of including those that they work with and that are formally part of the CDRP. Additionally, other relevant partnerships operating across the CDRP area, including the Local Strategic Partnership, Multi-Agency Panels and Domestic Violence Forum, will be further able to provide lists of relevant other organisations for consultation, as will the Government Office in the Region.

The collection of several contact lists from several responsible authorities together with CDRP partners, the removal of duplicate names and addresses,

and the collation of a single list of contacts, should produce a contemporary master database of relevant organisations for consultation. This list should be further expanded by trawling through additional contact lists supplied by agencies and organisations on the master database. In addition, identification of further relevant organisations can be secured by using other appropriate sources of information about local services, projects and initiatives etc, such as directories produced by local authorities (including Health and Social Services Directory and a Directory of Voluntary Organisations) and databases collected by particular organisations such as New Deal for Communities.

**Note: 7 Cross referencing databases**

In detailing the potentially straightforward task of compiling the master database of contacts, one caveat must be highlighted. Local organisations, including responsible authorities may not have up to date information about organisations operating in their area. It is therefore imperative that the CDRP cross reference and double check address lists provided for the purpose of consultation. This is particularly relevant in relation to organisations that often survive on short term funding, such as SRB, New Deal, PDF funded projects and initiatives.

Box 10 provides a guide to some of the relevant local organisations that should be identified in the consultation process, and that will be able to provide contact information of other relevant organisations operating in local areas. *The list is neither inclusive nor exhaustive.* It should be read as a starting point for local CDRPs, and that they will add to it in order to construct a contemporary list relevant for use in their local area.

**Box 10 Relevant organisations appropriate for consultation**

- Age Concern
- Connexions
- Drug Action Team
- Fire Service
- Housing Associations
- Local Education Authorities
- Local Members of Parliament and MEPs
- Magistrates Court
- National Prison Service
- National Probation Service
- Neighbourhood Watch
- Primary Care Trust
- Interest or pressure groups
- Rape Crisis Centres
- Relevant Tenants Associations
- Residents Association
- The Chamber of Commerce
- Sure Start
- Local transport providers
- Victim Support
- Youth Offending Team
- Supported housing
- Housing Departments
- Organised gay and Lesbian groups
- Crown Court
- Health Authorities
- Social Services
- Local community leaders
- Church organisations
- Crime prevention panels
- Youth organisations
- Disability organisations
- SRB partnership organisations
- New Deal for Communities

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|--|---|
| <ul style="list-style-type: none"><li>• The Racial Equality Council</li><li>• Universities, further education colleges and local schools</li><li>• Victim Support</li><li>• Landlord Associations</li><li>• Police Authority</li></ul> | <ul style="list-style-type: none"><li>• Parish councils</li><li>• Asylum seeker and refugee support services</li><li>• Faith groups</li><li>• National Offender Management Service (post July 2004)</li></ul> |
|--|---|

The other relevant local organisation detailed in the guidance documentation under this heading is the **business community**. While business crime has been acknowledged in many audits and strategy documents over the last two rounds, it has also been acknowledged that there are few good examples of involvement of the business sector in audit and strategy consultation (Nacro 2000; 2001). The evidence produced by Nacro (2000; 2001) indicates that the majority of business community consultations have tended to emphasise crime against employers and particularly crime against static business premises and properties, rather than consulting all employers at every stage of the business cycle along with consumers, employers and shareholders about the audit findings and draft priorities.

Defining the range, type and nature of businesses in any one CDRP area can be difficult. Certainly, identifying and accessing a representative sample of the business community can prove to be particularly difficult. In order to ensure that CDRPs consult with a representative sample of the local business community, Nacro (2001) documentation indicates the importance of making initial contact with business and securing support from them.

**Note: 8 Benefits of working with the business community**

Before CDRPs make contact with a business identify the benefits in working together to reduce crime. This will make the approach all the more persuasive. For example:

- CDRPs can provide advice on crime reduction or prevention,
- Business will gain access to a focused target audience,
- You will both benefit from useful contacts and links with the community,
- You will both have an input into developing new services,
- You will both gain opportunities to meet and network with influential contacts and of course
- You will both benefit from a reduction in crime.

A good starting point to identify the range of businesses in the local community and to make initial contact and to win support is to consult with generic business, employer, employee and consumer associations and specific business associations. The type of broker to the business community will differ from local area to area. Table 2 provides a list of potential organisations and associations, divided between generic business, employer,

employee and consumer associations and specific business associations (Nacro 2000; 2001), while Box 11 provides a list of useful web site addresses.

<b>Table 2 Contacting the business community: useful initial contacts</b>	
<b>Generic business, employer, employee and consumer associations / groups</b>	<b>Specific business associations</b>
<ul style="list-style-type: none"> <li>• Local authority economic development department / planning departments</li> <li>• Business Link</li> <li>• Chamber of Commerce and Trade</li> <li>• Federation of Small Businesses</li> <li>• Local Authority Regeneration Unit</li> <li>• Regional Development Agency</li> <li>• Local Union Representatives /Trade Unions / Professional Associations</li> <li>• Existing private sector partners on local partnerships and projects</li> <li>• Estate/business park managers</li> <li>• Town/City Centre Management</li> <li>• Business in the community</li> <li>• Business Crime Reduction Advisor</li> <li>• Pub/Shop/Retail Watch</li> </ul>	<ul style="list-style-type: none"> <li>• Brewers and licensed retailers associations</li> <li>• Co-operatives</li> <li>• Business/pub/hotel watches</li> <li>• Insurance associations</li> <li>• National Farmers Union</li> <li>• Retail Crime Partnerships</li> <li>• Transport providers</li> </ul>

<b>Box 11 Useful website addresses</b>
<p>Home Office Crime Reduction website:  <a href="http://www.crimereduction.gov.uk/business1.htm">http://www.crimereduction.gov.uk/business1.htm</a>.                      (Provides details of the key areas of work and initiatives of the Home Office Business Crime Team).</p> <p>British Chambers of Commerce:<a href="http://www.britishchambers.org.uk">www.britishchambers.org.uk</a></p> <p>British Retail Consortium:<a href="http://www.brc.org.uk">www.brc.org.uk</a></p> <p>Business in the community:<a href="http://www.bitc.org.uk">www.bitc.org.uk</a></p> <p>Business Links: <a href="http://www.businesslink.gov.uk">www.businesslink.gov.uk</a>                      Business Eye(Wales): <a href="http://www.busesseye.org.uk">www.busesseye.org.uk</a></p> <p>Action Against Business Crime:  <a href="http://www.brc.org.uk/downloads/PARTNERSHIP%20CONTACT%20LIST.doc">www.brc.org.uk/downloads/PARTNERSHIP%20CONTACT%20LIST.doc</a></p> <p>Association of Town Centre Managers: <a href="http://www.atcm.org">www.atcm.org</a></p>

In order to identify and win support from the local business community, CDRPs can make contact with local Chambers of Commerce, Trade Associations, Federation of Small Business, Shop Watch / Pub Watch / Business Watch and Action against Business Crime partnerships, Association of Town Centres managers. Local Business Gazetteer's may also prove useful, as will organisations or individuals that aim to develop and promote business interests in the area including Business in the Community, Regional Development Agencies, and amongst others, Business Links. In addition, engagement with a local retail partnership will further allow for initial contact to be made with local businesses. Finally, each regional Government Office now has a Business Crime Reduction Adviser in post whose first task is to carry out a mapping exercise of all existing activities around business crime. Each local adviser will be able to provide partnerships with advice and useful contacts, as well as supporting partnerships identification of local business activity.

The collection of several contact lists from several generic business, employer, employee and consumer associations and specific business associations, the removal of duplicate names and addresses, and the collation of a single list of contacts, should produce a contemporary master data base of relevant business and commercial organisations for consultation. Certainly, this exercise will provide useful information on businesses within local areas for the purpose of consultation. Trawling through additional contact lists supplied by other relevant organisations as detailed above could further expand upon this list.

### 3. The general public

Beyond relevant local organisations, another group to be consulted are the general public. Little guidance is given as to what is meant by the general public. However, for the purposes of this guidance, the general public can be defined as anyone who is resident, working, studying, travelling, shopping, and visiting the local area (it must be recognised that there is overlap between this group and the others identified in the guidance, particularly those described as hard to reach).

Identifying who the general public are and their whereabouts for the purpose of consultation is a more difficult task than at first may appear. For the purpose of this section, it is sufficient to detail a range of mechanisms through which the general public can be identified by the CDRP and its partner agencies.

#### Note 9 Wider context of consultation

It is important to remain aware of the wider context of doing consultation with members of the general public described in the section on **What is consultation and why is it important?**, including the various mechanisms of consultation delivered in the local authority and partner organisations such as

the Police and Magistrates Courts Act 1994, the Police Act 1996 and arrangements under Best Value (Local Government Act 1999). These mechanisms may prove to be a source of contact with, and thus identification of and access to members of the general public.

The mechanisms through which the general public can be identified range from those that will provide - when approached with a degree of expertise and experience - data upon which a representative sample of the population can be constructed, to those mechanisms that are able to offer little more than identification of particular community members.

CDRPs may identify a representative sample of the general public by extracting appropriate information from the:

- Electoral roll. The Electoral roll provides information on all residents aged eighteen years and over who are registered to vote within any local area. The electoral roll does not provide information on those that are not registered to vote. This is a particularly important point in relation to black and minority ethnic groups, as research has suggested that they are likely to be significantly under represented on the electoral roll.
- Postal Address File (PAF). The PAF provides a list of postcodes and addresses and can be used on an area wide basis. However, it does not provide any information on the nature of the property for the addresses that it holds (i.e. it cannot differentiate between households / business etc.) including whether individuals are resident at the address.
- Telephone directory. The telephone directory provides information about residents of an area that are connected by telephone landline and not ex-directory.

#### **Note 10 Compiling databases**

It is worth noting that a number of responsible authorities may already have a database capable of identifying a representative sample of the general public, notably police authorities. This may be as a consequence of the nature and range of consultation exercises it is engaged in as part of the modernisation agenda across local government. This may well mean that CDRPs will already be able to have access to a relevant database capable of identifying a representative sample of the general public for consultation.

Identification of and access to community members may also be secured through existing mechanisms for democratising local governance that have developed as part of the modernising of the local government agenda. However, they are unlikely to lead to the identification of a representative sample of the population. Some members of the community are active citizens in a range of positions across the CDRP area. Such activity can be

used as a means through which the general public can further be identified for the purpose of consultation. For example, the general public are involved in Citizen's Panels, Referral Panels, Citizens Juries, Police Community Consultation Committees/Groups, Area Ward Committees, Boards of Governors, residents associations, tenants associations, public meetings, crime prevention panels and Sector Working Groups.

Each of these provide a means through which members of the general public can be identified for consultation. However, there is variation in relation to the nature of the public's involvement in them (as representing a community or as interested community member), and on what basis that involvement is based (voluntary, formal, etc.).

Box 12 provides a list of relevant mechanisms through which the general community can be identified for consultation.

**Box 12 Relevant mechanisms through which the general community can be identified for consultation**

- Citizen's panels
- Area ward committees
- Boards of Governors
- Sector working groups
- Crime prevention panels
- Citizens juries
- Police community consultation committees/groups
- Public meetings

Additionally, local festivals, Mela's, music shows, agricultural shows, and fetes and fairs provide access to those persons resident, working, studying, travelling, shopping, and visiting the local area. However, and again crucially, each of these is unable to provide a means of identifying a representative sample of the general public for consultation.

Checklist 2, 3 and 4 provides lists of some of the issues CDRPs may wish to think about when identifying the general public.

**Checklist 2 Engaging people where they live**

Everyone is somewhere - does your consultation account for where people might live all or some of the time.

- ✓ Most people have a postal address
- ✓ Some people live in temporary accommodation including hostels, hospitals, homes and other residential institutions.
- ✓ Seasonal residents may include tourists, travelers, agricultural workers and show people.
- ✓ There may be times when some residents are absent for example, students, armed forces, people and families on holiday.

The CDA 1998 guidance acknowledges further the importance of local councillors, particularly as they can serve as a conduit or broker through which the public views can be channelled. Members are ideally placed to drive and deliver consultation. They are able to act as community and authority advocates, and make decisions, as well as communicate findings to local communities. It is also acknowledged that local councillors can also act as a link with partner organisations for joint consultation.

### **Checklist 3 Engaging people where they work**

Economic activity may contribute a different perspective on crime and disorder. There are a number of ways to make contact with people at work.

For example

- ✓ Responsible authorities, partners and stakeholders are major employers who should be consulting with their own staff.
- ✓ Other places of work can be contacted through local businesses, professional associations, Chambers of commerce, trade associations, Rotary and other business organizations.
- ✓ Workers can be contacted through trade unions, worker federations and trade associations.
- ✓ Don't overlook those not in-paid employment.
- ✓ Don't overlook carers
- ✓ You might also want to contact workers, customers and clients in relation to retailing, leisure and the night time economy.

### **Checklist 4 Engaging the travelling public**

Whether people are travelling to or around your area they may have a particular contribution to make to your consultation.

- ✓ Responsible authorities including local government have a direct interest in developing safe and accessible transportation.
- ✓ Partners and stakeholders should include members who provide a service to the traveling public.
- ✓ Public and private transport networks and car parks provide particular opportunities to engage with the traveling public using publicity and promotional material in prime sites
- ✓ Public transport offers opportunities to develop survey approaches that can be used while people are traveling
- ✓ Tourist destinations and other places of interest may provide a venue for consulting people visiting from outside the area.

## **4. Significant hard to reach groups**

The final group for inclusion in the consultation process is those persons and individuals that are deemed hard to reach. Different sections of the community may have different views or needs that are different from the general public. Guidance suggests that young men, students, homeless people, drug users,

the gay community, minority ethnic communities, children, those who suffer domestic violence, and older people may fall into the category of significant hard to reach (Hough and Tilley, 1998). There is, as detailed above, some general overlap between the categories of the general public and hard to reach.

In some cases, the CDA 1998 guidance goes on to suggest, there may be voluntary groups able to canvass and articulate the interests and views of hard to reach groups. In other cases, direct consultation will be needed with these particular groups themselves. It is also worth noting that significant hard to reach groups will differ over time, within and across local geographic areas and by CDRP areas. In one CDRP area, for example, it may be remote rural communities that are identified as hard to reach, while for other partnership areas it may well be travelling communities that are deemed hard to reach. And not forgetting that local hard to reach groups can differ within the CDRP area.

There are a number of difficulties with the term hard to reach, outlined amongst others by Jones and Newburn (2001) and Pain et al (2002). People in these groups may not have common interests, experiences or opinions. Young people in particular are very diverse. Many such groups are not 'hard-to-reach', but are perceived as such (Jones and Newburn, 2001). They may not be 'hard to reach', but rather traditionally under-consulted. Often it is the case that agencies and organisations have been complacent in making contact and listening to them.

As a result of the problems of terminology of the hard to reach, this guidance uses the term **groups of interest**, a definition which places primary importance on the social exclusion and invisibility in the policy making process which many significant so called 'hard to reach' groups experience. This may contribute to their vulnerability to victimisation and fear of crime as well as their marginalisation and exclusion in communities. An example of young people is provided in Box 13 and Box 14, drawn from the work of Pain et al (2002). As Jones and Newburn (2001) identify, 'the basic aim is to make the process of policy-making more inclusive, by attempting to incorporate the views of disadvantaged or marginalized groups within the population'.

#### **Box 13 Young people as hard to reach**

Within the last decade, a growing number of academic studies have identified that children and teenagers suffer a high incidence of crime and are disproportionately likely to be victims, and that fear of crime has damaging effects on their lives (Anderson et al, 1994; Aye-Maung, 1995; Brown, 1995; Hartless et al, 1995; Loader et al, 1998; Morgan and Zedner, 1992; Muncie, 1999; Pain and Gill, 2001; Pain and Williams, 2000). Further, there is not always a clear-cut distinction between those most likely to offend and those most likely to be victims (Walklate 1989). Offending and victimisation are unevenly distributed between young people, with certain groups experiencing higher levels of both. Some, though by no means all, of this victimisation takes place between young people. Therefore particular groups of young

people, often those who have been labelled 'hard-to-reach' or 'excluded' are key to issues around crime, victimisation and youth. Victimisation and the impacts of crime for these young people may be significantly higher than average. However, their experiences are unlikely to be reported to the police, and their views are rarely tapped by traditional methods of research and consultation such as surveys.

#### **Box 14 Engaging children and young people**

Young people are generally thought of as part of the problem but not the solution. Children and young people are victims as well.

- ✓ Organizations that engage children and young people in education, welfare and community justice interventions are represented by responsible authorities and other partners
- ✓ Don't forget to include schools, colleges, universities alongside students unions and student clubs and associations.
- ✓ You can canvass contributions from children and young people who become involved in sports and other organized leisure activities and also through the community and voluntary sector.
- ✓ Consultations can use detached and outreach workers to engage hard to reach, homeless and disaffected young people

Box 15 provides details of a range of groups of interest. Reaching and including these groups in the process of consultation and policy formulation requires a combination of political will and alternative methodological approaches (Pain et al 2002; Jones and Newburn 2001).

#### **Box 15 Groups of interest**

- Black and minority ethnic groups/communities
- Asylum seekers
- People with disabilities
- Older people
- Religious groups
- Students / international students
- Young people
- People with learning difficulties
- Tourists / visitors to the region
- Young offenders
- Transgender / transsexuals
- Socially excluded people
- Primary school children
- Carers
- Gays and lesbians
- Crime victims
- Domestic abuse victims
- School children
- Travellers and gypsies
- Other language speakers
- Small businesses
- Homeless people
- People who commute to the area
- Rural communities
- People with no permanent home
- Offenders
- Housebound

Identifying groups of interest within a local CDRP area may prove to be easier than making contact with them, although even their initial identification can prove difficult, time consuming and resource intensive. There is a wealth of literature critical of the police, local authorities and other relevant organisations in making contact and engaging with particular social groups (Jones and Newburn 2001). Indeed, the failure of many partnerships to identify them in previous audits and strategy consultations has ensured the continued use of the hard to reach terminology.

- As the CDA 1998 guidance acknowledges, there may be community, charitable and voluntary groups and community networks best able to canvass and articulate the interests and views of particular groups of interest. In this sense, the importance of community, charitable and voluntary groups and community networks to the consultation process is high, and they should already have been identified under the heading of relevant organisations.
- In other cases, the same or other similar voluntary, charitable and community groups and community networks may be able to identify particular groups of interest and their whereabouts. Again, the support of these organisations in acting as broker to various groups of interest cannot be stressed enough and must be secured early on in the consultation planning process.
- Where particular groups of interest do not have identifiable organisational representation at the local level, such as travelling people's and / or tourists, direct identification and consultation will be needed with these particular groups. This process is both physically and emotionally demanding, and difficult to secure. A good starting point is to identify the groups and to make initial contact and win support. This is more difficult than it may seem, and identification of these groups may be a task that CDRPs decide to contract out to those persons or bodies with expertise and experience in consulting with hard to reach groups or draw upon the lessons and experiences of relevant organisations that do have experience.

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