

SAFETY IN NUMBERS

MULTI-AGENCY WORKING ARRANGEMENTS: THEIR POTENTIAL IN PROMOTING COMMUNITY SAFETY AND ADDRESSING ANTI-SOCIAL BEHAVIOUR IN HALTON

**A report by the
Safer Halton Policy and Performance Board's**

Anti Social Behaviour Topic Team

9th July 2007

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1 Purpose

The main purposes of this report are:

- to explore what scope a Multi-Agency Problem-Solving (MAPS) approach and arrangements might provide for improving the way Community Safety, and Anti Social Behaviour (ASB) in particular, are addressed in Halton, and
- to present recommendations relating to the above arising from the work of the Safer Halton PPB's ASB Topic Team as a basis for discussion with partners.

2 Report Outline

The format of the report is as follows. It:

1. Provides a summary of recommendations, an indicative team organisation chart (Exhibit 1) and a synopsis – 'The 'MAPS' report in a nutshell'
2. Summarises the background to the Topic and signposts Annex 1 that outlines the approach used in carrying out the Topic work and lists key contributors
3. Explains the concept of a MAPS team and some of the reported benefits, and comments on the models and experience of other authorities
4. Sets out key elements and choices in terms of role, organisation etc. associated with designing a MAPS function
5. Makes recommendations, with supporting rationale, and describes a proposed model for multi-agency working (and how it might link with arrangements for handling non-emergency ASB incidents) as a basis for discussion with potential partners
6. Outlines next steps in taking the recommendations forward, with comments.
7. Includes supporting information in a number of further Annexes.

3 Summary of Recommendations

- i) A MAPS-type team with a clear role and remit along the lines of the model proposed in the following recommendations and as outlined in this report (perhaps in the shape of a reformed Community Safety Team) is desirable for Halton.**
- ii) The core, co-located MAPS team should be made up of individuals who can provide a link and both knowledge of and access to the resources of their ‘home’ organisation and are best placed to add value through working in close proximity with colleagues from other agencies.**
- iii) The main focus of the MAPS team should be strategic, with the emphasis on strategy, commissioning, coordination, problem solving, ensuring key systems are fit for purpose and the adoption/dissemination of good practice. It should have a broad community safety remit, including ASB.**
- iv) The MAPS team should be complemented by a small, mainly operational ASB team coordinating the day to day response, principally to non-emergency ASB incidents, providing specialist support to frontline staff and taking forward selected casework.**
- v) The MAPS team would not be open to direct access by the public but would be accountable to the Safer Halton Partnership, with overview and scrutiny from the Safer Halton Policy and Performance Board.**
- vi) The issue of providing clear and effective channels and protocols for reporting and responding to incidents, and suitable contact points for the public, should be included in the Topic team’s examination of non-emergency ASB.**
- vii) The MAPS team should ideally be located in reasonably close proximity to other functions with which they are likely to interact regularly.**
- viii) The proposed ‘other associated actions’ summarised in Annex 6 should be taken into consideration in taking forward the above recommendations and in developing a MAPS approach in Halton.**

While the Topic team has sounded out opinion, gathered evidence and listened, it is acutely aware that in putting forward these proposals it has not undertaken comprehensive consultation with potential partners. Nonetheless it believes it to be essential at least to outline the kind of model they have in mind as a basis for discussion with such partners prior to agreeing the principle, facing the challenge of securing commitment/resources from key partners, and further refinement and decision on the detail. Not least any MAPS-type arrangements will need to ensure that they complement rather than duplicate the multi-agency arrangements existing in the shape of the Youth Offending Team and functions located in Ashley House.

A synopsis – ‘The ‘MAPS’ report in a nutshell’ – follows to provide a quick overview of some of the report’s key points.

SAFETY IN NUMBERS - THE 'MAPS' PROPOSALS IN A NUTSHELL

A Multi-Agency Problem Solving (MAPS) team co-locates key staff from participating agencies who are best equipped to streamline communication, improve coordination, pool knowledge of/provide a gateway to participating partner organisations, ensure systems are fit for purpose and to improve outcomes for the public

A MAPS team can be thought of as the thinking 'head' of the Community Safety body (supporting relevant strategic partnerships, decision-makers, commissioners...)

Its role would be strategic and include commissioning functions and activities and problem solving e.g. research and intelligence, analysis and policy expertise, performance management and service procurement, coordination and evaluation

Scope would include prevention/diversion, through deterrence and protection, to enforcement and aspects of rehabilitation (boundaries e.g. with DAAT and YOT need to be identified and carefully managed to avoid duplication and friction. Efforts need to be complementary and mutually reinforcing)

Probably slightly smaller than the existing Community Safety Team (CST) but with wider partner representation and combining a somewhat different set of skills. Strongly led and managed, with clear reporting lines and accountabilities

For MAPS to focus on its primary strategic role, the handling of volume ASB incidents needs to be channelled elsewhere, hence the proposal for a small, operational and complementary ASB team

MAPS would not be directly accessible for the public. Any MAPS involvement in individual cases (as opposed to specific hotspots or 'situations') would be tightly controlled through appropriate referral processes and access criteria. For example cases would need to be complex, have wider implications and require a multi-agency approach outside normal relationships e.g. Police/Housing Assoc. bilateral working.

Preferred accommodation would be in the refurbished RTH close to (not same office) DAAT, Mental Health, Neighbourhood Management and Community Development teams.

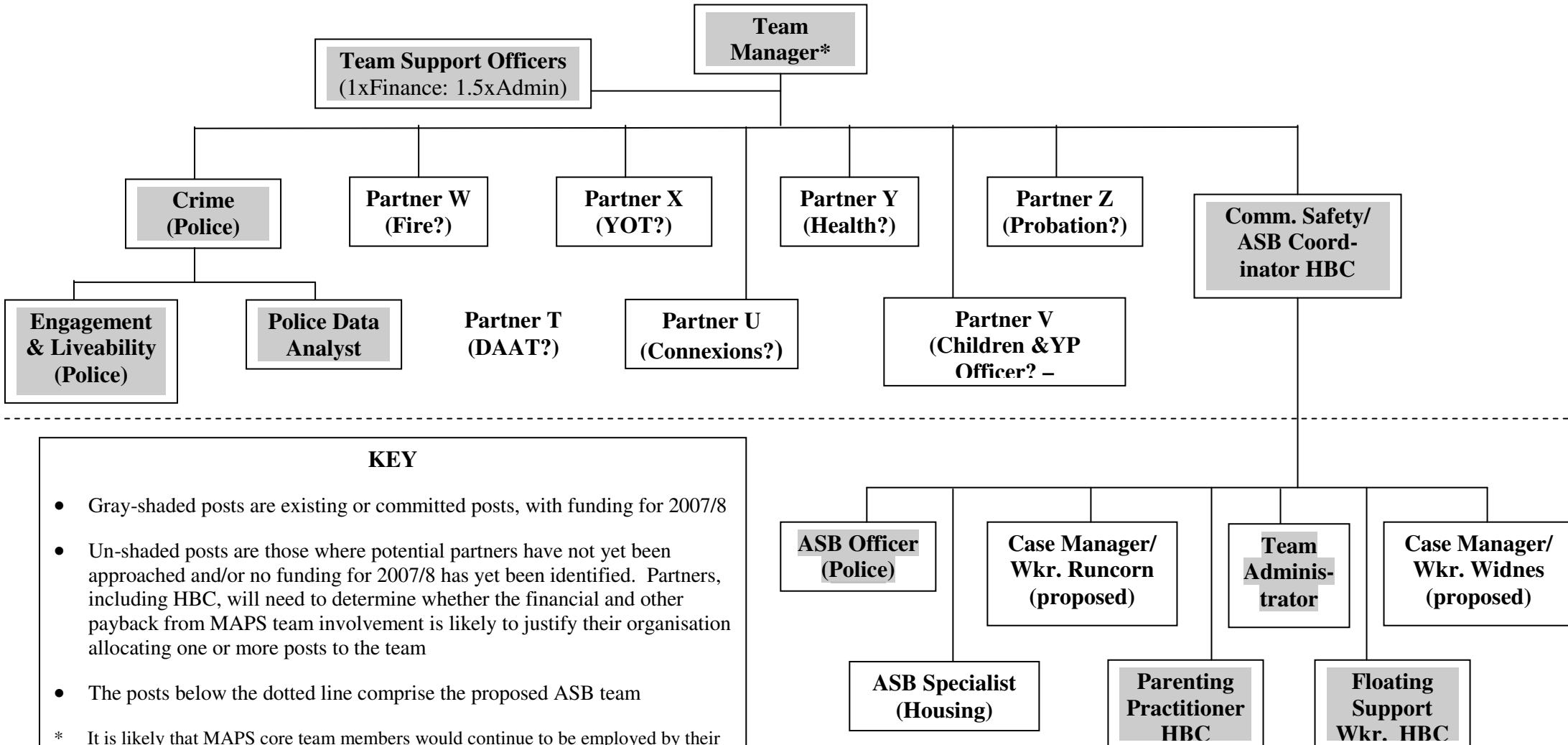
Other associated actions

In developing Halton's approach to community safety and tackling ASB a number of issues and associated actions need to be considered, including:

- Governance and accountability: e.g. MAPS team individually accountable to team members' seconding home organisations, and collectively to the Safer Halton Partnership/CDRP. Safer Halton PPB has an overview and scrutiny role
- Monitoring and evaluation of impact and effectiveness
- Case management: creating the capacity to handle/manage cases properly
- Day to day leadership and MAPS team management
- Staffing – management, skills and knowledge, deployment of non-core staff
- Partnership arrangements – opportunity to review/streamline
- Cost/benefit assessment and plough back of savings and efficiencies made
- Consider the location/deployment of valued staff in the current Community Safety Team who will not be members of a core, co-located MAPS team
- Consider a better, more self-explanatory name for a MAPS team.

COMMUNITY SAFETY MAPS TEAM INDICATIVE ORGANISATION CHART

Exhibit 1



KEY

- Gray-shaded posts are existing or committed posts, with funding for 2007/8
- Un-shaded posts are those where potential partners have not yet been approached and/or no funding for 2007/8 has yet been identified. Partners, including HBC, will need to determine whether the financial and other payback from MAPS team involvement is likely to justify their organisation allocating one or more posts to the team
- The posts below the dotted line comprise the proposed ASB team

* It is likely that MAPS core team members would continue to be employed by their 'home' organisations, although day to day management would take place within the MAPS team arrangements. ASB team line management to be determined.

4 Background

Community safety, and ASB in particular, is a high profile issue for Halton and one in which many Councillors become directly involved on behalf of their constituents. Findings from the 2006 MORI Best Value General Residents Survey for Halton show that the level of crime is considered as the most important determinant of quality of life by 66% of respondents and the factors most in need of improvement are facilities for teenagers and the level of crime (56% and 48% of respondents respectively). ASB dominates doorstep concerns for many canvassing councillors and is amongst the top priorities for residents in all three of Halton's neighbourhood management areas.

This report is designed to complement Halton's ASB strategy which uses the Crime and Disorder Act 1998 definition of anti-social behaviour as:

“Acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household.”

and also lists examples of anti-social behaviours (not reproduced here). The popular emphasis on youth-related ASB should be kept in perspective. The split in Halton's current ASB caseload is roughly 60% 18+: 40% up to 18.

ASB was identified by the Safer Halton PPB as an overview and scrutiny Topic for review as part of its 2006/7 work programme. Given the broad scope of the issue and related community safety matters, the work is likely to continue into 2008 on a phased basis looking at several linked elements relating to this field of work.

This current report focuses on MAPS, but it should be recognised that a MAPS approach or team is only one amongst many possible elements in the mix needed for successfully addressing community safety issues, including ASB. Many of these elements, and associated staff, are already in place and are able unilaterally to make their own particular contribution to creating a safer Halton e.g. housing officers defusing neighbour disputes, the Council dealing with certain types of environmental ASB and the Fire Brigade in preventing and putting out fires. It is not always appropriate to over-complicate or interfere in the smooth functioning of these activities and it could be said that many of the essential ingredients for a successful system are already operating successfully.

Some aspects of community safety and associated problem solving, however, do call for a coordinated, multi-agency approach. Multi-agency arrangements bringing together two or more community safety partners have become a feature in many parts of the country. Indeed, Halton already has its own Community Safety Team. However, its role and effectiveness are not always well understood or fully appreciated, and this review provides an opportunity to take a fresh look at the sort of multi-agency arrangements that might best suit Halton's circumstances.

It is apparent from the Topic work involving comparisons with other areas that there is no definitive best practice model for multi-agency working (see Annex 2): but a MAPS approach which has attracted the interest and endorsement of the Government Office NW is up and running in W Lancs, a visit to which sparked the interest of Members and others to explore this kind of approach more closely.

One message that emerges strongly from the Topic work is that involvement in day-to-day ASB casework inhibits any MAPS team from focussing on more strategic, coordinating and commissioning aspects of the role. This points to the need for the two functions to be separated but to retain essential links.

5 The MAPS concept – an outline

The MAPS approach has a number of key elements including:

- staff in different partner organisations occupying key roles in addressing community safety/ASB are co-located in a core team
- the roles/staff brought together to form the core MAPS team should be those where co-location should yield significant added value extra to operating independently. (Keeping it relatively tight rather than clumping together lots of more weakly-associated community safety staff avoids recreating the communication difficulties that a co-located core team is designed to overcome.)
- core team members provide a link and both knowledge of and access to the resources of their 'home' organisation (e.g. the Police, Fire Service or Council)
- the core team would support and coordinate the activities of a wider group of individuals and organisations working to address relevant issues e.g. by convening multi-agency meetings
- the multi-agency perspective would enable MAPS to identify and support improvement to key ASB-related systems which cross organisational boundaries and which can deliver major service benefits to the public
- the MAPS (and ASB) team would be accountable to the Safer Halton Partnership, with the Safer Halton PPB responsible for overview and scrutiny, in keeping with the spirit of emerging legislation.

Beyond these characteristics, the working party's research has not identified a clear pattern or best practice model in the design of MAPS-type teams in the North West and beyond. (A report and commentary on a comparative survey undertaken by the working group is attached as Annex 2.) Arrangements differ, for instance, in terms of their focus/remit, their constituent staff/partners, their location and management/reporting arrangements.

While community safety teams of various kinds have been around for some years, the working group was unable to unearth any definitive research evaluating the comparative effectiveness of different sorts of teams, or of having no such team. Most of those identified in the North West have only been established a short while.

More usefully, a common theme amongst responding Authorities was the positive experience of having a co-located team. It is argued that potential benefits include:

- Better and faster communication
- Improved quality of decisions and the speed with which action can be taken on them
- Expectation of more effective coordination and improved outcomes in relation to community safety/ASB.

The benefits attributed to MAPS by W Lancs are included in the report of their visit (Annex 3) and are set out in Exhibit 2.

PERCEIVED BENEFITS OF COMMUNITY SAFETY MULTI-AGENCY PROBLEM SOLVING (or 'MAPS') TEAMS -

The West Lancashire Experience

Perceived benefits include:

- Much improved communication between agencies
- Savings in time (and money)/improved productivity from reducing the need for phone calls and meetings
- Improved information and intelligence sharing e.g. housing able to get info more readily from the Police, Police from Fire etc.
- Having representatives of disparate services co-located enables the MAPS team both to know about and to access specialisms within the various participating agencies much better
- Much shorter lead times
- Better coordination and cooperation between the key agencies involved in the complex/serious cases dealt with by the MAPS team
- Improvement in recognising and solving ASB-related problems
- Heightened staff commitment and morale – 'a great development opportunity'
- Because the infrastructure is in place, MAPS allows the agencies involved to handle and capitalise upon the flow of Government ASB initiatives more or less 'in stride'

All resulting generally in:

- A better, more seamless and responsive service and reduced ASB.

It is still early days for the MAPS approach and its evaluation, and in a complex environment with cross-cutting influences it is difficult to ascribe benefits entirely to one factor or another. However, the W Lancs MAPS team consider that they have played a part in:

- Reducing criminal damage to dwellings in Skelmersdale by 12%
- Achieving year on year reductions in reported ASB
- Increasing community reassurance
- Producing PSA 1 performance well above the Lancashire average.

Guiding principles for the way a MAPS approach is implemented in W Lancs include:

- Prevention is better than cure
- The problem solving approach is central
- Be focussed rather than scatter-gun
- Avoid diversion to operational work best handled by other agencies/arrangements
- Have a range of tools and approaches available
- Don't be over-reliant on the more draconian measures (ASBOs etc.), not least because this may deprive one of a 'Plan B'.

Inevitably the question of funding any MAPS team is a key issue. This was explored in most depth with W Lancs and they were able to confirm that:

- They incurred significant set-up/premises conversion costs in establishing their MAPS team, which was largely funded from special grants
- Staff costs. All MAPS personnel were currently in post so bringing them together as a co-located team incurred no extra staffing costs
- Other running costs. These were between £20K and £30K and included heating, lighting etc..

Annex 4 outlines financial issues and implications of establishing a MAPS team for Halton.

While there will always be uncertainties, especially given the current absence of rigorous evaluations of MAPS, the Topic Team considers that in the light of the evidence that is available, Halton should adopt/develop a MAPS approach either starting with a clean slate or by refreshing and developing the existing Community Safety team arrangements.

Given the absence of an accepted best practice model, the question now is what form of arrangement promises to suit Halton best and contribute most effectively to addressing ASB and possibly other community safety problems in the Borough. There may be no 'right answers', and the W Lancs experience indicates that MAPS is likely to develop in an evolutionary way, for example in terms of membership of the core team and in respect of its role and work priorities.

6 MAPS team – design considerations

Numerous variations are possible in establishing a MAPS team. The first essential is to agree the primary role (or roles) and focus of such a team and to decide its remit. Examples of the design considerations that need to be taken into account in doing this are set out in Exhibit 3 below.

MAPS team role and remit – Design considerations

Should a MAPS team's role and remit be:

- anti-social behaviour or community safety more broadly?
- focussed on prevention and diversion and/or deterrence, enforcement and/or rehabilitation?
- strategic and/or operational?
- to provide services directly and/or to commission them from or guide the activities of individual partner agencies or third party organisations?
- to get involved in casework, particularly in relation to low to moderate (non-emergency) ASB incidents?
- to provide a direct access point for the public on community safety/ASB issues or to confine itself to more strategic issues and complex/serious situations demanding a multi-agency approach?
- set up to include as wide a range of disciplines and staff as possible or to maintain a relatively tight-knit group?
- located within a particular partner's premises (e.g. Police or Council) or on 'neutral' territory?
- located close to other related functions (e.g. partner organisation offices).

Exhibit 4. (below) proposes a range of roles and functions that could be carried out by a MAPS or equivalent team, reflecting the above design considerations. However, the mix of roles and functions is likely to be the subject of further discussion and refinement as part of a dialogue amongst key partners. The model at least provides a starting point for debate.

In addition, membership of a core MAPS team can be expected to evolve over time in response to changing circumstances and priorities. For instance, the practical experience of MAPS working will probably demonstrate that, in carrying out its day to day business, the core MAPS team communicates with a few key individuals (outside its own membership) much more often than with others. This may strengthen the case for including these individuals within an enlarged core team. Another factor that may affect the composition and role of a MAPS team (and potentially any ASB team that may be established) is the emergence of Neighbourhood Management and its impact on multi-agency coordination at local level. A keen awareness of, and adaptation to, such developments is essential if a MAPS team is to remain fit for purpose and continue to add value.

Team coherence and communication between individuals is at the heart of achieving the reported benefits of MAPS team working. Members of the co-located team should work full time on MAPS rather than having split duties. Although staff inevitably change jobs from time to time, a reasonable degree of continuity in membership of a MAPS team is also important.

A MAPS TEAM MODEL FOR HALTON ROLE & SCOPE – PROPOSALS FOR DISCUSSION

Overall direction of community safety strategy, commissioning and coordination of specified activity on behalf of and within a remit agreed by the CDRP/Safer Halton Partnership, including partnership support and the development and monitoring of key strategies and plans, and ensuring key systems are fit for purpose

Coordinating/undertaking/analysing research and intelligence to map community safety problems, trends and impact e.g. hotspots, recurrent crime/ASB, and measures to promote community safety

Source of expertise in what works in relation to relevant aspects of community safety including prevention, diversion, deterrence and enforcement

Familiarisation with and dissemination of relevant policy advice and best practice to decision-makers, partners and practitioners and its use to inform service commissioning and delivery

Provides the multi-agency infrastructure that can ‘field’ successive central government and other initiatives and either:

- take the lead on translating the initiative into something useful and adapted to local circumstances or
- serve as an expert commissioner, planning and monitoring the operational detail of relevant initiatives on behalf of a steering/funding group such as the CDRP/Safer Halton Partnership

As above for initiating cost-effective proposals to help prevent and tackle identified community safety issues (e.g. helping to solve ASB hotspot problems) and for developing ‘bids’ in conjunction with the External funding team and partners.

Only handles/commissions work on individual cases that meet MAPS team access criteria e.g. that cases have wider implications, are complex, and typically involve persisting ASB-related issues requiring a multi-agency response (This is likely to require one or two experienced staff to manage/work complex cases)

Manages/coordinates the system of support and control measures in relation to the above cases e.g. family support, the hierarchy of interventions (warnings, ABCs, ASBOs...) and monitors/maintains them for selected cases

Develops and oversees arrangements/system for responding to low to moderate/non-emergency ASB including tailored responses to (varied) local issues, and guides the activities of any dedicated ASB team

Coordinates communication with the public and media in conjunction with HBC and partner agency PR/Communication/Media teams.

Monitoring and evaluation including reporting to CDRP and the Safer Halton PPB.

7 A MAPS model for Halton – Recommendations (with rationale and/or commentary)

This section of the Topic team report describes and proposes a model for a MAPS team for Halton. While this model is considered by the Topic team to have merits, and a brief rationale is provided for each recommendation, it cannot be emphasised too much that there has not been consultation, certainly not full consultation, with potential partners. The Topic team's purpose is to provide a workable model that:

- takes a view on the design considerations outlined above
- moves the debate forward
- serves as a useful basis for further discussion, decision and action by partners, and
- contributes ultimately to improved community safety in the Borough.

It is acknowledged that aspects of the current system may be working well and need to be differentiated and managed separately from the MAPS team for a variety of valid reasons. It would not necessarily be most advantageous for them to engage as core members of a co-located MAPS team. The DAAT team, with their focus on commissioning the treatment and rehabilitation of addicts, may be a case in point. These matters would be the subject of discussion and agreement on the best way forward.

Bearing this in mind, and in the light of the evidence gathered, the **Topic Team recommends that:**

- 1. A MAPS-type team with a clear role and remit along the lines of the model proposed in the following recommendations and as outlined in this report (perhaps in the shape of a reformed Community Safety Team) is desirable for Halton.**

No single, fully evaluated, best practice model has yet emerged in relation to multi-agency working to address community safety issues, including anti-social behaviour (ASB). Nevertheless, these are classic cross-cutting issues and the need for effective multi-agency working in dealing with some aspects of community safety is clear. For this reason, and reflecting the positive feedback on such arrangements from managers and practitioners in comparator local authority areas, the Topic team is persuaded that, on balance, a MAPS-type team with a clear role and remit along the lines of the model proposed (perhaps in the shape of a reformed Community Safety Team) is desirable for Halton.

- 2. The core, co-located MAPS team should be made up of individuals who can provide a link and both knowledge of and access to the resources of their 'home' organisation and are best placed to add value through working in close proximity with colleagues from other agencies/departments.**

A key reported benefit of co-located MAPS team arrangements is more effective (e.g. better and faster) communication. Bringing together the right number of the right people is critical to success. If too many people with only weakly related roles are co-located then the benefit of better communication will be diluted. If too few people combining too little relevant knowledge and skills and providing access to too few key agencies and departments are represented, then some efficiencies and other service benefits are unlikely to materialise.

The choice of the right individuals is also vital, requiring as they do not only to possess the right skills, knowledge and influence, but also the ability and willingness to operate as productive team workers.

At an early meeting of the Topic team, Members suggested that the following partners/departments might be consulted with a view to their involvement in possible MAPS arrangements either as members of a co-located 'core' team or as more loosely associated 'link' members:

Core MAPS Team:	Linked Agencies/Depts:
Team Manager	Housing/Homelessness
Police Fire	Consumer Affairs
YOT Probation	Environmental Health
Health Connexions	DAAT
Children & Young People	Mental Health Team/Social Care
Youth Service	
Community Safety/ASB Co-ordinator	(also Policy Adviser – Comm. Safety)

Questions that need to be asked of the current Community Safety Team or a prospective MAPS team include:

- Is the role of the team sufficiently clear and is it fully fit for purpose?
- Whatever the value of individual roles, does the team comprise those best placed to add value through working in close proximity with colleagues from other agencies/departments?
- Are the right partners and posts involved at present?
- Is the team too large or might a smaller more carefully chosen team deliver more of the right outcomes, more effectively?

[Indicative MAPS team organisation chart is included as Exhibit 1, page 5 above.]

3. The main focus of the MAPS team should be strategic, with the emphasis on strategy, commissioning, coordination, problem solving, ensuring key systems are fit for purpose and the adoption/dissemination of good practice. It should have a broad community safety remit, including ASB.

Key aspects of the role would include:

- understanding the nature, distribution etc. of the problems of crime and ASB and what the public primarily want from the system for addressing it
- ensuring best use of relevant intelligence/data
- being expert on policy research, best practice, what works and is most cost-effective in improving community safety
- monitoring and evaluation of performance/impact and tracking of emerging problems/ trends
- effective targeting and coordination of community safety resources e.g. through multi-agency meetings
- 'commissioning' work to improve community safety outcomes (see i) below)
- problem solving e.g. to deal with persistent ASB hotspots
- ensuring the community safety/ASB system(s) is fit for purpose, critically reviewed and continuously improved
- other possible roles: see Exhibit 4 on page 11 above.

An effective MAPS team could be seen as the ‘head’ of the community safety body: a hub of expertise supporting the work of the key partnerships and agencies, spotting and analysing the main problems, identifying what needs to be done and the best way of doing it, commissioning and coordinating work, and ensuring delivery, performance and outcomes are on track. The rest of the community safety ‘body’ (PCSOs, Housing Officers, the ASB team, relevant Council services etc.) is more operational in character: getting on with effective delivery, keeping the ‘head’ informed of progress, problems and ideas for improvement.

At present the essential policy research etc. role that helps to ensure we are ‘doing the right things’ is weak, heavily compromised by diversion to reactive casework and to supporting partnership processes. There is therefore a risk that courses of action will be decided and resources will be allocated, uninformed by good practice and evidence of what works. This is a key factor behind the Topic team’s recommendation 5 that proposes a separate but linked, casework-focussed operational ASB team, while a Community Safety/ASB officer/ coordinator should form an integral part of any MAPS team.

While a MAPS team may avoid involvement in most individual casework, it would be well placed, for instance, to help deal with ASB hotspots – consulting with local people and Councillors, understanding the causes, devising/agreeing a response, initiating action and monitoring progress/impact.

A further issue has been that of management input from the Council side. The Council’s original Community Safety Officer has been on secondment to the Home Office for almost 2 years. This absence aside, the organisational ‘distance’ between this post and the responsible Operational Director was very considerable. This has meant that there has been no one sufficiently senior to provide effective leadership yet with a sufficiently narrow remit to provide the focus and concentrated attention demanded by an issue of the importance of community safety. The management arrangements for the team are currently under review and should address this issue.

However, team leadership skills of a high order are essential to provide clear direction, effective management coordination, to develop and hone key systems/ processes and to serve as a champion and senior ambassador for the community safety function. Overall responsibility for the MAPS and ASB teams will span the strategic and tactical functions outlined in 3 above plus accountability for the operational effectiveness of the ASB team.

As conceived here:

- i) **The MAPS team would focus primarily on a strategic commissioning and policy role.**

Many of the factors underlying ASB are relevant to criminal and other dysfunctional behaviours, and research indicates that ways of addressing them often have much in common. The MAPS concept should not be confined to a narrow ASB role but should embrace community safety more broadly since it provides the opportunity to take a more comprehensive approach, including early prevention, and to deal with problems more effectively as part of an integrated system.

The meaning given to the term ‘commissioning’ has perhaps been stretched here. The MAPS team would not itself hold and allocate funds but would advise and act on behalf of bodies that do, such as the Safer Halton Partnership. Also in a kind of ‘soft’ commissioning role, and by virtue of an intended consensus around its multi-agency remit, knowledge and expertise, the MAPS team would supportively influence and guide the activities of relevant mainstream service providers where appropriate.

ii) The scope of the MAPS team should embrace prevention and diversion elements of community safety as well as deterrence, enforcement and aspects of rehabilitation.

Part of a strategic MAPS team’s role would be to look across the whole system for promoting community safety in the Borough and to help ensure that the system was fit for purpose and continually improving.

A number of independent agencies or departments are well placed to champion aspects of the prevention ←————→ rehabilitation continuum (e.g. the Children and Young People’s Directorate on aspects of early prevention and the Police in respect of enforcement). A special aim and contribution of a MAPS team would be to secure a reduction of crime and ASB incidents by ensuring effective prevention/diversion, reducing the need for enforcement and improving the safety and welfare of the community.

iii) The MAPS team will be actively engaged in identifying problems and opportunities and in coordinating the efforts of relevant agencies in working to solve problems and in dealing with crime and ASB hotspots, but would generally avoid direct involvement in individual casework.

See also recommendation 5 below.

While it cuts across a ‘pure’ commissioning model for the MAPS team, arguments can be made for the team to handle carefully selected cases e.g. where the skills embodied in the MAPS team are best placed to resolve the problems in question and where speed is of the essence. Involvement in individual casework may also help to keep the MAPS team ‘grounded’ in dealing with real problems not just the theory and can have a positive influence on staff morale and motivation (viz. W Lancs).

However, to avoid getting bogged down in reactive, day to day casework the MAPS team should only take on cases that are formally referred by other agencies/partners and which meet tight criteria. These criteria would need to be agreed, but Exhibit 5 provides an illustration of the sort of thing that might be included.

REFERRAL OF INDIVIDUAL CASES TO MAPS

REFERRAL CRITERIA (Indicative)

For individual cases to be taken on by the MAPS team the case would need:

- to have wider implications
- to be complex
- to be persisting/recurrent
- to require a multi-agency approach
- to call for skills and knowledge brought together most cost-effectively within the MAPS team rather than via any other form of combined working
- to be referred and screened for approval using the agreed MAPS referral/assessment procedure and only after initial investigation had been carried out
- to have a definable exit route from MAPS involvement or other means of closure.

- iv) **The MAPS team will have an important role to play in identifying and supporting improvement to key community safety-related systems, notably those that cut across organisational boundaries, in conjunction with relevant service staff.**

It has been identified (e.g. through the work of Dr. W.E. Deming) that the causes of performance variation in systems and the potential for improving performance can typically be attributed 95% to the system and 5% to the staff who use the system to deliver a service. It is therefore to be expected that significant improvement in the prevention and handling of ASB incidents (and community safety more broadly) may be available through adopting a systems thinking/'lean' service approach, as the West Midlands police force is already demonstrating.

With appropriate training and expertise, the MAPS team could play an important part (e.g. coordination and support) in exploiting the potential within its remit for improvement through systems thinking, especially where systems cut across organisational boundaries.

4. **The MAPS team should be complemented by a small, mainly operational ASB team coordinating the day to day response, principally to non-emergency ASB incidents, and taking forward selected casework.**

A theme that emerged from the Topic team's enquiries is that, while both roles are important and clearly linked, involvement in reacting to day to day ASB incidents and casework does not mix successfully with the more strategic, commissioning aspects of community safety. Such cases divert attention and tend to detract from each other. (This may also be true, for instance, of various aspects of rehabilitation that are reliant on 'clients' participating voluntarily and where a uniformed 'enforcement' presence may be unhelpful.) For this reason, and so that both roles can be carried out more effectively, a dedicated, operational ASB team is proposed.

While the details of its role would need to be fleshed out with partners, they should include:

- ensuring that a straightforward system for reporting ASB incidents is in place and functioning effectively and that good quality information is available for understanding ‘demand’ and monitoring performance
- serving as a reference point (either directly or via third parties) for non-emergency ASB incident reporting, in accordance with the above system
- the coordination of responses to ASB incidents, and case-management/ involvement where necessary*
- the provision of specialist support in responding to ASB situations e.g. from a police or housing ASB specialist or through the input of a Parenting Practitioner or intensive family support.

* ‘Where necessary’: The majority of ASB incidents are handled by front line staff from particular organisations such as Housing Associations, the Police Community Support Officers and various Council departments. It is important that any coordinating ASB team should not complicate the smooth working of existing arrangements but should only get involved where by doing so it can clearly add value.

Apart from their direct involvement in particular cases, the expertise of the specialists within the ASB team would be available to be drawn upon by frontline staff such as Housing Officers and PCSOs in circumstances where cases they were dealing with demanded experience or knowledge beyond their own training and competencies.

The makings of such an ASB operational team are already in existence in the persons of:

- Specialist ASB Police Officer
- Parenting practitioner (‘Super-Nanny’)
- Floating support worker
- Potentially re-deployment of admin. support from within the existing Community Safety Team

[Guidance and input would also be available if required from the ASB Coordinator/proposed Community Safety Officer.]

There also needs to be some case-management capacity. (Currently the Council’s ASB coordinator is carrying a caseload of some ASB 50 cases, diverting them substantially from their intended, more strategic, core role.) It is worth noting that ‘encouraging local areas to improve their case management systems...’ is the first recommendation in the National Audit Office’s Dec 2006 report for the Home Office entitled ‘Tackling Anti-Social Behaviour’.

Research indicates that the business case for providing intensive family support of the kind the proposed ASB team would help to deliver is strong (see evidence from the Sheffield Hallam University research commissioned by the Department of Communities and Local Government –

http://www.communities.gov.uk/embedded_object.asp?id=1503795

which describes it as ‘excellent value for money’). It is suggested that this be examined in more detail if necessary.

The MAPS working group has also been advised that a significant and increasing proportion of RSL tenancy and estate management work (50+% for some staff) is being taken up with ASB issues. A proportion of the cases handled require knowledge beyond the normal scope of a housing officer job or would be better dealt with by an expert, freeing up frontline housing officers' time.

In the light of the above evidence it is proposed that:

- i) an ASB Case Manager/Worker for Widnes and similar person for Runcorn should be recruited as part of the ASB team, initially for a three year pilot period.**
- ii) the Halton Housing Partnership should be invited to consider the merits and possible funding of a specialist housing officer post to provide added expertise in support of frontline ASB staff on housing-related issues and to work as a full member of the ASB team.**
- iii) the proposed ASB team arrangements should be properly evaluated and the staff mix and level kept under review.**

If, for example, future levels of demand indicated that an additional family support worker was required, a solid business case would need to be carried out to support the case for recruitment, using the evidence from evaluation.

It is to be expected that an effectively functioning ASB operational team would relieve a range of other individuals and services of ad hoc calls on their time and help to reduce 'failure demand' or waste resulting from not getting the response to ASB incidents right first time. The 'invest to save' potential needs to be considered carefully.

- 5. The MAPS team would not be open to direct access by the public but would be accountable to the Safer Halton Partnership, with overview and scrutiny from the Safer Halton Policy and Performance Board.**

The nature of the MAPS team role as envisaged here would not require there to be direct access to the team by the public. In fact this would be a diversion from their core tasks. This need not, however, preclude the MAPS team contacting or consulting with the public where necessary. Access for the public is also considered under recommendation 6.

This comparatively low public visibility of MAPS makes effective governance and assessment of its impact all the more important. It is envisaged that the MAPS team would be accountable to the Safer Halton Partnership, with the Safer Halton PPB responsible for overview and scrutiny, in keeping with the spirit of emerging legislation.

- 6. The issue of providing clear and effective channels and protocols for reporting and responding to incidents, and suitable contact points for the public, should be included in the Topic team's examination of non-emergency ASB.**

For many Members, dealing with ASB on behalf of constituents is a significant issue and source of ward business and complaints. They consequently find themselves very much in the front line on this issue. The need to examine the way ASB incidents are reported and handled arose, not least, from Members' own experience and views, supported by initial findings from early research by the Topic team. This identified confusion about ASB reporting channels and the absence of systematic feedback to be problematic, requiring closer examination.

The routing of non-emergency ASB incident reporting, and arrangements for responding to them, do currently seem to be unclear to the public, Members and some professionals. The Topic team has initiated evidence-gathering in relation to these problems. It proposes to report on this by January 2008, with recommendations. The further potential for using HDL and other outlets as contact points for ASB matters also needs to be explored further.

7. The MAPS team should ideally be located in reasonably close proximity to other functions with which they are likely to interact regularly.

If a MAPS team is not intended to be a direct access point for the public, then the range of suitable locations for the team is opened up (i.e. it doesn't need to be on a high street or provide a publicly accessible 'shop window'). With appropriate ICT links, they could be located almost anywhere.

The proposed refurbishment of the Council's Runcorn Town Hall (RTH) offices may provide an opportunity to provide suitable accommodation for a MAPS team with the possible added advantage of having DAAT, the Mental Health team, Community Development and Neighbourhood Management functions in close proximity. This would also open up options for the future of the current Community Safety Team premises.

[A note expanding upon the location and property aspects of these proposals is included as Annex 5.]

8. The proposed 'other associated actions' summarised in Annex 6 should be taken into consideration in taking forward the above recommendations and in developing a MAPS approach in Halton.

8 Next Steps and Concluding Comments

In terms of process, this report and recommendations first need to be considered, and hopefully endorsed, by Halton Borough Council's Safer Halton Policy and Performance Board (PPB) that initially commissioned the work. The next steps involve:

- Presentation of the report to the Council's Executive Board for comment and decision on those aspects that are within its gift and remit
- Dialogue with key prospective partners prior to presentation of the report to Halton's Safer Halton Specialist Strategic Partnership – the Borough's statutory Crime and Disorder Reduction Partnership – again for comment and decision
- Feedback to the Safer Halton PPB and other relevant parties, with a proposed plan of action, requesting further information or work if necessary and providing an opportunity for the PPB to comment on decisions reached.

As indicated above, there has not been full consultation with potential partners in the development of this report and these proposals can therefore only be a basis for discussion and an aid to informed decision-making.

In conclusion it is worth airing the dilemma that faces Councils in playing their full part in addressing community safety. While it is not the most onerous, most inspected or resource-hungry of a local authority's statutory duties, community safety issues are both complex and intractable and sit very high on the public's agenda. For an organisation bounded by other more clear and prescribed duties involving a heavy commitment to direct service provision and associated staff, where should its priorities lie? At one level certainly, the importance placed upon addressing crime and disorder along with anti-social behaviour by the public sits uncomfortably with the reliance many aspects of this area of service have upon short term funding.

The Topic team recognises that at this point it has not assessed the financial implications of its recommendations in detail, but until a degree of consensus is reached between partners on the MAPS approach and an agreement to participate been reached in principle, there is only so far such an assessment can go.

A number of relevant things can nevertheless be mentioned regarding resources, costs and benefits:

- other areas adopting a similar MAPS approach – notably W Lancs – have incurred few additional running costs since their arrangements involved the co-location of people already in post, though previously scattered between a number of agencies, making it a relatively low (financial) risk strategy. (Their main cost was in premises adaptation and refurbishment for which they received significant, but possibly not repeatable, grant aid)
- greater process efficiency (e.g. in terms of time spent in communication, setting up or eliminating the need for meetings, briefing and decision-making) has been cited as one of the benefits of a co-located MAPS team which would result in either 'cashable' or 'non-cashable' savings or, potentially, service improvements
- improved understanding of and response to community safety issues should lead to more effective targeting and use of resources
- any reductions in crime and ASB incidents would reduce costs or free up resources for other purposes.

Historically public agencies have not always been good at evaluating the impact of what they do and assessing the 'whole system' costs and benefits of changes made. It is suggested that in taking forward the recommendations in this report, Halton should put in place good practice measures for evaluation so that future decisions on improving the arrangements for addressing ASB can be better informed and further enhance the quality of life of people in the Borough.

APPROACH USED IN CARRYING OUT THE TOPIC WORK and KEY CONTRIBUTORS

The Topic work involved the use of a range of approaches including:

- Topic Team and other meetings
- Visits and evidence gathering events
- Interviews
- Use of surveys
- Desk research and analysis.

The core Topic Team comprised:

The Members of the Safer Halton PPB's Anti-Social Behaviour Working Group
Councillors:

John Stockton (Chair)

Sue Edge

Martha Lloyd-Jones

Ernest Ratcliffe

Geoffrey Swift

Pamella Wallace

With supporting officers:

Howard Cockroft (Lead)

Janet Guy

Clare Myring

Les Unsworth

Alex Villiers

For the purpose of considering the MAPS issue, membership of the core Topic Team was broadened to include any member of the Safer Halton PPB, and officers from a range of relevant agencies were also invited to attend. Additional contributors included:

Councillor Shaun Osborne (Safer Halton PPB Chair)

Councillor Marie Wright (Executive Board Portfolio Holder, Community)

Councillor Colin Rowan

Councillor Linda Redhead

Andy Briggs (Fire and Rescue)

Inspector Andy Ross (Police)

Steve Eastwood (DAAT Manager)

Andy Williams (Community Safety Team)

Others contributed as consultees or witnesses and included:

HBC's Community Development Team

Alan Carr (former ASB Coordinator)

The staff of the W Lancs MAPS team

Gareth Jones (YOT Manager)

Dave Williams (Youth Service Manager)

John Tradewell (former HBC Solicitor)

RESEARCH INTO 'MAPS'-TYPE TEAMS IN OTHER AREAS

Report and commentary

1.0 Introduction

- 1.1** The research brief was to investigate multi-agency arrangements and best practice in other areas, in particular the establishment of Multi-Agency Problem Solving (MAPS) Teams, or similar, and whose remit includes Anti Social Behaviour.

2.0 Methodology

- 2.1** A questionnaire was sent out to a number of local authorities, including near neighbours, in particular those known to have a MAPS Team in place, members of the Audit Commission 'Family Group' of like authorities and those whose activity in Community Safety has been recognised as good practice. The latter includes Beacon Councils and those with a high score following an Audit Commission Inspection of Best Value Reviews of Community Safety. A broad selection of local authority websites was visited and a range of Crime and Disorder Reduction Partnership (CDRP) structures obtained for comparison.

- 2.2** In brief, the questionnaire covered the following issues:

- Purpose, scope and remit of the MAPS Team;
- Benefits of establishing a MAPS Team and targets/performance methods used to measure success;
- The balance between the Team's operational, tactical or strategic work;
- Criteria for referral of problems to the MAPS Team - does the Team deal directly with the public;
- Management and reporting arrangements;
- Membership of the Team including what agencies experience has shown should be included;
- Benefits of co-location, if in place;
- Any shared experience in establishing and maintaining the Team.

3.0 Findings and Conclusions

3.1 The research showed that, in many cases, the authorities that responded have only recently established a MAPS Team, and these may not yet be fully embedded. Some other authorities intend to set up a multi agency team in the near future. Those that are in place are in a number of formats. The role of the Team can vary from wholly strategic to fully hands on operational and fit within the structure in a number of ways. Indeed in one authority the MAPS Team met fortnightly for operational and tactical purposes and quarterly for strategic purposes

3.2 All responding authorities concurred that the establishment of a MAPS Team brought benefits. These included:

- improved co-ordination between agencies
- establishing an 'as one' approach to problems, and
- help towards elimination of gaps caused by fragmentation of services which are working broadly to the same goals (as set out in the aims and objectives of the CDRP).

Where co-location has been possible this has been seen as an added advantage (note: Teams are often co-located within Police Stations).

3.3 A common problem has been to establish a sustained level of commitment from all the agencies within a multi agency team, due in part to conflicting priorities and demands on resources, even from those which may be considered as 'core' members. It may be that this situation can be easier to resolve in a unitary or metropolitan council than in two tier areas. Also co-location should be a more realistic option in these circumstances.

3.4 The level of proactivity of MAPS teams has, from this fairly limited research, been difficult to judge. It would seem to depend on the criteria for setting up the team, that is either to respond directly, albeit in a co-ordinated manner, to local problems as they arise, or to take a broader view which brings together all issues and agrees a (proactive) way forward from a strategic viewpoint.

3.5 None of the respondents has, it seems, established a MAPS team which deals exclusively with Anti Social Behaviour, although the term itself incorporates a wide range of contributing issues which a CDRP is acting to resolve. In all cases the MAPS Team contains at least one full time ASB officer reporting directly to the Team. In one area (Burnley) the recently established MAPS Team directly controls the uniformed Community Safety Officers, both in terms of direction of their activities and in responding to the issues that they come across

daily in the community. In addition there seems to be variation in the focus of MAPS teams as between enforcement and prevention.

3.6 Formats of MAPS Teams can be broadly grouped as follows:

- Strategic MAPS. These have no direct contact with the public, operate at a strategic level, have virtually permanent members from partner agencies;
- Area based multi agency teams. Examples include St Helens (NAGS Teams), Warrington (BIGAS Team) and Walsall. These teams are made up of a number of agencies for each selected area and respond directly to problems as they arise in that area in a co-ordinated manner. Strategic guidance may be taken from for example an Executive Board, which reports to the CDRP and thus helps direct the strategic approach. An ASB Officer would be based at the centre and operate in response to needs identified by each team as and when required.
- Operational MAPS Teams e.g. Chorley. This Team's remit is to prepare and implement an action plan arising from the Community Safety Strategy, monitor crime statistics and carry out a range of operational initiatives. Other agencies are drafted on to the mainly Police led team as and when. This team is located within the Neighbourhood Services & Streetscene Department.

5.0 Case Studies

5.1.1 Preston City Council; - Preston is currently in the process of establishing a MAPS Team, building upon the work done by GONW, who are now talking about MAPS as a methodology, rather than necessarily as a 'team'.

Preston envisages the MAPS team to be more of a co-ordinating group, as there are already a number of specialist groups, rather than concentrating exclusively on ASB.

5.1.2 Burnley: - Burnley's ASB team (mainly resourced via External Funding) is part of, and co-located within, the MAPS Team. The MAPS Team was appointed in September 2006.

5.1.3 St Helens: - St Helens does not have a MAPS Team as such in place but tends to work through its Neighbourhood Action Groups (NAGs) which are multi agency. These bodies are not tasked by the CDRP but by issues from within their own neighbourhood. As well as location issues they also deal with people issues e.g. individuals causing concern with their community, either crime or anti-social behaviour.

5.1.4 Walsall: - the whole partnership delivery structure is based on six multi-agency problem-solving teams. This process is enhanced through a number of Local Neighbourhood Partnerships and Community Action Groups.

5.1.5 Warrington: - At least one officer has a role to co-ordinate a number of multi-agency teams to attempt to solve local problems/issues raised by partners and the community. If the group itself cannot deal with the problem the Co-ordinating Officer(s) will signpost it up to the appropriate Council Department/Officer initially. Each problem is logged and revisited monthly, thus setting up an audit trail.

WBC also has a group called ASBIG (Anti Social Behaviour Intervention Group). They are a multi agency group who look at using interventions on individuals before nominating them for ASBO therefore not many ASBOs have been issued in the Borough.

5.1.6 Rotherham: - Rotherham has a Safer Neighbourhood Team structure which involves the JAG - Joint Action Group - which comprises very senior officers from all agencies including Police and across the Council. Under this are seven NAGs - Neighbourhood Action Groups - which operate at Area Assembly level. They are tasked with problem solving priority issues determined in partnership with the local communities. Unusually Rotherham has a Central Information Unit which collates statistics from the Police and Council systems and provides information to assist problem solving.

Under this is the operational arm - the SNTs (Safer Neighbourhood Teams) comprising the wider Police family, Police and the Arms Length Housing provider. These partners attend daily briefings and are tasked accordingly.

5.1.7 Pendle: - Pendle MAPS - *'where a crime is being committed the Police should be notified... where behaviour is inappropriate and causing a disturbance residents should contact the MAPS team'*. PCSOs are initially sent out, if no solution is found the MAPS Team gets more involved.

5.1.8 Wakefield has an overall Coordination Group, then specialist groups and area based groups.

6.0 Further Considerations

6.1 As well as being aware of the situation elsewhere it may be politic to take into account a number of other considerations when deciding whether to establish a MAPS Team, such as:

- Clarifying the role of a MAPS Team e.g.:

- Should it be strategic and/or operational and/or tactical
- Should it keep focussed closely on ASB only, meaning there be any areas that the MAPS Team would not have in its remit, such as Environmental Crimes, joint operations...
- Demonstrating Benefits - better co-ordination of work of several agencies;
- Awareness of any gaps that won't be filled, that would still exist even with a MAPS Team in place - how proactive should the Team be;
- Caseload - what would be a realistic caseload for the Team (depends on role and working philosophy).

MAPS TEAM BENCHMARKING QUESTIONNAIRE – JAN. 2007

SUMMARY OF RESPONSES

1	What Is the main purpose of your MAPS team?	<p>Chorley Discuss and provide solutions to local problems</p> <p>Darlington The Partnership brings together key agencies with a collective aim to reduce Crime, Disorder, and Substance Misuse in Darlington. The partnership aims to promote safer communities, through effective enforcement, prevention, intelligence gathering, and education</p> <p>Burnley The MAPS Team aims to:</p> <ul style="list-style-type: none"> • Develop and enhance partnerships through a multi-agency approach • Implement the Borough's Crime & Disorder Reduction Strategy • Make a significant contribution to the Community Safety Partnership meeting its aims and objectives • Create a working environment where people from different organisations consider themselves as colleagues working towards a common goal • Create a joint approach and therefore shared ownership for ASB problems <p>Pool knowledge and experience</p>
2	What Is its scope and remit, for example does it include prevention, diversion etc. and is it focussed on ASB or more broadly on Community Safety?	<p>Chorley All of those things</p> <p>Darlington It's focused on all crime, disorder and substance misuse issues. It focuses on enforcement, prevention and rehabilitation.</p> <p>Burnley ASB</p>
3	What are the principle (<u>outcome</u> type) benefits the MAPS team was set up to deliver? (E.g. reduced ASB...?)	<p>Chorley Most items mentioned in 2 above</p> <p>Darlington All targets as outlined in the Crime, Disorder and Substance Misuse Reduction Strategy.</p> <p>Burnley Anticipated reduction in ASB but not yet got data to support</p>
4	What kind of (preferably evidence-based) impact do you consider your MAPS arrangements are having? (Any notable examples, say, of reductions in ASB?)	<p>Chorley A local bus station was having problems with youths. Reduced this behaviour by applying for ALO's (Architectural Liaison Officer) assessment and providing extra staff.</p>

		<p>Darlington This structure has just recently been introduced therefore impact has not yet been measured on reductions/targets. However an improved joined up approach to problem solving has evolved.</p> <p>Burnley Measuring benefit difficult but additional knowledge/energy & quick responses to projects, e.g. bus shelters, mini motos, sex workers.</p>
5	What performance indicators/ measures do you use to gauge progress?	<p>Chorley Police stats, public response</p> <p>Darlington Targets outlined in Crime, Disorder & Substance Misuse Reduction Strategy. Current performance 2006/07 against baseline year 2003/04.</p> <p>Burnley No. of referrals/signposting record. PSA 1 Citizens' panel 'feeling safer'.</p>
6	What are the principal (<u>process</u> type) benefits the MAPS team was set up to deliver?) e.g. improved inter-agency co-operation/ communication, greater efficiency, quicker response, better coordination.	<p>Chorley All of these</p> <p>Darlington Improved co-operation and communication improved intelligence, multi-agency sharing of problems, resources and action. Improved response to communities, improved multi-agency co-ordination</p> <p>Burnley Delivery arm of CSP Co-location Partnership working</p>
7	How successful have your MAPS team arrangements been in delivering these process benefits?	<p>Chorley Quite successful depending on the problem</p> <p>Darlington All the above have significantly improved.</p> <p>Burnley Operating only a short time but cultural understanding, shared working and faster responses.</p>
8	What's the balance in the team's work between operational, tactical or strategic?	<p>Chorley More strategic (<i>NB: - Community Safety Strategy states MAPS Team - 'to carry out the operational work'</i>)</p> <p>Darlington The partnership meets 2 weeks on an operational and tactical level and quarterly on a strategic level.</p> <p>Burnley MAPS Team is operational. MAPS Steering Group is tactical. CSP Delivery Group is strategic</p>

9	<p>What referral criteria if any are there for issues dealt with by the team? (e.g. only complex, serious cases where there is a multi-agency dimension)</p>	<p>Chorley Any problem the MAPS Team can help with</p> <p>Darlington Any individual problem can be referenced if there is evidence that the problem has tried to be dealt with in the day job and failed.</p> <p>Burnley Don't deal with single agency issues - pick up multi-agency/ complex issues & borough wide themes that can't be dealt with by local PACT panels.</p>
10	<p>Does the MAPS team engage directly with the public and if so how and for what kinds of reasons? Does it have any direct casework capacity e.g. for dealing with persistent problem families?</p>	<p>Chorley Depends on which member of team is involved. Police Officers and ASB Officer do.</p> <p>Darlington The partnership engages with the community via resident and tenant groups, newsletters etc. The reason for this is to keep them up to date with crime and disorder issues in their areas and allow them to share any concerns with us. The partnership is currently reviewing how we engage with the community. We have recently just drafted a Communications Strategy for the Partnership.</p> <p>Burnley No does not engage with the public No direct casework - existing agencies continue to pick up as before, e.g. Council ASB team</p>
11	<p>What are your management and reporting arrangements e.g. what level manager, dedicated or part of wider responsibilities? responsible for what, and to who/what individual or partnership? Are MAPS team members line managed from their own 'home' agencies or under some MAPS team manager?</p>	<p>Darlington The CSP's Executive Board is responsible for setting the priorities for the Borough in terms of tackling crime, disorder and substance misuse. In addition, the Board is responsible for the implementation of the Darlington's rolling Community Safety Plan (formerly know as the Crime, Disorder & Substance Misuse Reduction Strategy) and for the implementation of other relevant plans to reduce crime and disorder within the Borough. The CSP Board, including the CDRP, YOT Steering Group and DAAT, provides the forum at which all major Community Safety issues impacting upon the Darlington are considered and resolved. The level of staff at this meeting is of a senior level for example Chief Executive of Local Authority or Chief Superintendent of Police. Team Members are managed within their own organisation.</p> <p>Burnley Police Sgt. as co-ordinator Steering Group from YOT, Council, RSL</p>
12	<p>What agencies/roles are included in your MAPS team (how many from</p>	<p>Chorley Police, Local Authority. Key partners are</p>

	each of the various agencies and what roles) and who are the key partners? Is this as a core team Member, as a part time 'hot-desker' or some other capacity (please clarify)?	<p>probation service, Fire and Rescue, Education, Health</p> <p>Darlington The core agencies involved in the partnership are Local Authority (e.g. street scene services, youth service, education, ASB team, housing etc.) departments, also Police, Youth Engagement and Fire Service. All our partnership meetings have terms of reference which outline the roles and responsibilities of members of the group.</p> <p>Burnley Police/YOT, Burnley Council. YIP/NCH, Education, Probation, Fire & Rescue, Social Services, youth & Community, Calico, GRIP, Connexions, PCT/ADS. Plus recent addition from Alcohol & Drug Services who use the team as a base & NCH will shortly join the Police and the council ASB/Comm Safety Team permanent base. Others hot desk.</p>
13	Do you think you have the membership right/are their other agencies/roles you would particularly want to see included or which have not really gelled?	<p>Chorley Resources and staffing is sufficient - but more involvement from Education and Probation Services would be useful</p> <p>Darlington Would like to see Voluntary Organisations more involved, health, Probation and Social Services</p> <p>Burnley Been difficult to get Social Services, PCT & Probation, to identify staff because of their capacity issues.</p>
14	What kind of premises is your team based in? in community, in one of the partner's premises? What have you found to be the pros and cons of your location/arrangement?	<p>Chorley All under one roof (Union Street Civic Offices)</p> <p>Darlington We do not have a co-location for the partnership. Meetings rotate around partner agency premises.</p> <p>Burnley Council Building away from Town Hall. Central location & reasonably neutral. Plenty of space and meeting facility. Limited opening times, difficult to do out of hours work.</p>
15	Are there any particular learning points from your chosen approach that you think it would be useful for us to know about before developing/refining our own model for multi-agency working? e.g. do you wish it had been more focussed, say just on enforcement rather than on prevention/diversion as well, or on ASB as opposed to more broadly	<p>Chorley Be targeted on areas of need. Map and agree to focus resources from all agencies collectively to deal with problems.</p> <p>Darlington No - you need a mix of enforcement and prevention.</p> <p>Burnley Right to focus on ASB in broad sense. Importance of 'selling' concept to other</p>

	defined Community Safety?	agencies and ensuring that there is a strong steer from above. Host organisations need to be on board & understand what is happening/ what the philosophy is/ what benefits for them. Need to overcome suspicions of colleagues from home agencies.
16	<p>How much do you estimate the set up of your MAPS arrangement cost?</p> <p>How much do you estimate the ongoing facilities costs (or savings) are for the team - IT/premises/maintenance etc. over and above the staff being located in their previous 'home' organisations?</p> <p>How much do you estimate the ongoing staffing costs (or savings) are for the team i.e. any <u>additional</u> professional or support staff requirement and costs over and above the cost of the staff seconded from their 'home' agencies?</p>	<p>Chorley £180k for salaries, £180k for grants + IT and accommodation costs.</p> <p>Darlington Nil - within existing staff resources.</p> <p>Burnley £40k capital for refurb and set up NRF funding for revenue costs ← no cost to partners at his stage ← encouraged 'buy in'. Additional 0.5 FTE admin post + cost of 1 FTE Co-ordinator.</p>
17	What have been the main problems you've faced in making the MAPS arrangements work. and what do you consider to be the main benefits?	<p>Chorley Commitment from agencies to priorities</p> <p>Darlington Individuals accepting the need to work more closely together. Educating agencies on the role of the CDRP and that the responsible authorities all have a role to play to decrease crime, disorder and substance misuse (i.e. it is not one agency's problem).</p> <p>Burnley Bringing in partners' IT systems slowed down co-location Benefits of co-location: - faster response, shared ownership of problems</p>
18	Do you have any good practice documentation we might find useful? Could you send it to us?	<p>Chorley /</p> <p>Doncaster /</p> <p>Burnley <i>SIGNPOST</i> leaflet produced 'Finding your way around the MAPS Team' - provides details of partner agencies and aims/objectives of the MAPS Team ' The different agencies will work together in the same offices, overseeing borough wide crime and disorder projects and schemes with the ultimate aim of improving the quality of life for local residents.'</p>

19	Do you think on balance it has been a good idea?	Chorley / Doncaster Yes Burnley Yes but 'softer' benefits harder to measure.
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Notes from visit to West Lancashire's Multi-Agency Problem Solving (MAPS) team – 23rd October 2006

Background - Key facts about West Lancashire (W Lancs)

W Lancs has a population of 109,500, slightly smaller than that of Halton. It is a relatively low crime area with Ormskirk and the former new town of Skelmersdale as the main urban centres.

W Lancs District Council (WLDC) is a second tier Authority, having Lancashire County Council as a key partner.

WLDC has had a Conservative administration for the past 4 or so years, and both it and its predecessor administration have taken Anti Social Behaviour (ASB) very seriously.

WLDC had its own Anti-Social Behaviour (ASB) Unit set up in 2000 and, amongst other things, developed a community warden scheme that served as a prototype for the Government's subsequent Police Community Support Officer initiative.

The MAPS approach

The basic concept of MAPS is to bring together individuals whose jobs have a bearing on ASB, and who often formerly used to be in frequent phone contact or attending formal meetings with one another, to work together in a single location.

[W Lancs' MAPS approach also benefits from a number of functions/offices involved with aspects of ASB, such as the Police Station, Court, Education Welfare service, being in close proximity to each other in Ormskirk.]

The W Lancs MAPS set up seems to be quite 'loose' in terms of having any formal composition, terms of reference etc.. It evolves e.g. as new partner organisations recognise the benefits and contribute staff to the team.

However, a number of guiding principles became apparent from the visit including:

- **Prevention is better than cure**
- The centrality of a **problem solving approach**, minimising the inter-agency and bureaucratic hurdles (such as the artificial separation of strands or elements – e.g. prevent, deter, enforce... - in respect of dealing with the complex issues of a dysfunctional, 'problem' family) and concentrating on using the tools and knowledge available to address the problems of particular situations
- A **focussed rather than scatter gun** approach e.g. addressing priorities like ASB hotspots, particular problem families or individual persistent and prolific offenders

- Focussing on the **strategic, tactical, and complex/serious cases with a multi-agency dimension** rather than getting sucked into and duplicating more straightforward **operational work**.
- A ‘stepped’ approach - where necessary deploying and managing an **hierarchy of possible interventions** developed to address ASB e.g. visits, formal warnings, Acceptable Behaviour Contracts (ABCs) and ASB orders.

The MAPS team see themselves **not** as **an administrative, coordinating overhead**, **but** very much as **doing work that makes a direct impact** i.e. problem solving/ dealing with complex/serious cases with a multi-agency dimension. MAPS team staff not only meet to discuss cases by virtue of being together in the same or adjacent offices, but they then initiate the actual work arising from discussion.

Functions undertaken by the MAPS team include evidence-gathering, processing and maintenance (apparently quite a time consuming task) of ASBOs. (Police handle CRASBOs)

The MAPS team is comprised of people whose roles already existed within the various participating agencies. The difference is that they now work in one place which is deemed to have lots of positive spin-offs, highlighted in these notes. On coming together, including when staff from additional agencies join the team, they typically find that the names of those involved with problem situations/families are already known to all, but agencies have often previously been dealing in isolation with multi-faceted issues needing a multi-agency approach.

In W Lancs’ case, the conversion of the premises (from Police living accommodation) was largely funded from central government grant and it is estimated that additional, on-going funding in the order of ‘only’ £20,000 p.a. is required to fund the overheads of their MAPS approach.

The MAPS team deals with serious and complex cases with a multi-agency dimension. The (Police) Community Beat Managers (CBMs) and Housing staff deal with most of the front line work.

Perceived benefits include:

- Much improved communication between agencies
- Savings in time (and money)/improved productivity from reducing the need for phone calls and meetings
- Improved information and intelligence sharing e.g. Housing able to get info more readily from the Police, Police from Fire etc.
- Having representatives of disparate services co-located enables the MAPS team both to know about and to access specialisms within the ‘home’ agencies much better
- Much shorter lead times
- Better coordination and cooperation between the key agencies involved in the complex/serious cases dealt with by the MAPS team
- Improvement in recognising and solving ASB-related problems
- Heightened staff commitment and morale – ‘a great development opportunity’

- Because the infrastructure is in place, MAPS allows the agencies involved to handle and capitalise upon the flow of Government community safety initiatives more or less ‘in stride’

all resulting generally in:

- A better, more seamless and responsive service and reduced ASB.

However, MAPS is only one element of the approach to addressing ASB. Individual agencies, the community etc. all have a part to play.

Barriers/difficulties encountered

- Initial difficulties in securing commitment from partner agencies to ‘release’ staff to create the MAPS team. (This has reduced as partners gained confidence in the approach and started seeing the benefits)
- Some partners/departments still slow to come on board/engage
- Middle managers tend to be the major blockage. Council/agencies’ senior management has been supportive in W Lancs
- Initial uncertainty about the sustainability of the MAPS team although this is now felt to be more secure given its growing track record and with the more settled commitment of key partners
- Initial, but now largely overcome, difficulties in sorting out information-sharing protocols
- Educating partner staff to make only appropriate (e.g. non-operational) referrals to the MAPS team.

MAPS – some details

Management

The MAPS team is lead by a senior manager employed by WLDC and who is primarily focussed on Community Safety.

The Manager did not come from a Community Safety background but from operational management (Commercial Services). He doesn’t get closely involved in the day-to-day work of the MAPS team but his role includes:

- Developing and progressing the MAPS team concept
- Development of strategy(ies) relating to ASB
- Securing senior management backing from the relevant partners
- Cajoling/securing the release of relevant staff with ASB involvement to join the MAPS team
- Financial/resource management, securing and monitoring funding, ensuring partners honour their match funding/resourcing commitments
- Ensuring the team’s facilities and equipment etc are fit for purpose
- Fronting the operation e.g. in discussions with partners and at public meetings
- Line management of WLDC staff on the team
- Supporting and facilitating the work of the team and basically freeing them to get on with the job.

Referrals to MAPS team come predominantly from professionals and partners (not directly from the public)

No formal screening criteria or conditions for MAPS team taking on a case but referrers are expected to have done the following (and referrals will be rejected if not):

- To complete a form with key details/reasons for the referral
- To have undertaken a preliminary investigation of the case and done their homework e.g. where there is a complaint about a noisy neighbour from one individual in a multi flat block, the other neighbours' views should have been obtained to gauge the significance of the alleged ASB
- To have identified a genuine multi-agency dimension to the case. (Complex cases within the remit of one agency would be progressed by the agency itself.)

Some process considerations/approaches:

The MAPS team's stepped approach with a hierarchy of instruments to address complex cases are used with discretion so there's always a plan B if plan A doesn't work e.g. could start with a joint WLDC/Police visit, official warning, ABC, ASBO...

Each step/intervention is carefully logged as it can provide useful evidence efforts made to resolve difficulties in a reasonable, low-key way in cases that eventually come to court.

The MAPS team consistently uses (costly) barristers when applying for ASBOs and has yet to fail with an application. The logic is that it would be costly to re-apply if the application failed and also to fail would jeopardise the reputation and effectiveness of ASBOs in the future.

Developing/presenting the case to get an ASBO granted is time-consuming/costly, and they also take a lot of effort to maintain.

Staffing

The MAPS team currently comprises the following staff, in addition to the manager, who are full time and 100% dedicated to MAPS work i.e. no diversion to other roles or duties.

WDLC Staff * 4

- Housing (and supervisory)
- ASBO officer
- Domestic violence officer
- Administrative assistant

Police * 4

- Community Safety Sergeant (supervisory)
- Youth and schools liaison – (youth referrals)
- Crime prevention (police officer) – architecture, alarms etc.
- Crime prevention (civilian)

Health

Shared care worker – link into PCT, enables drug addicts not registered with a GP to access health care.

Fire & Rescue * 5

Prevention and fire safety education, also link on arson-related cases.

Having the right people with the right attitudes comprising the team was – fairly obviously/predictably – considered to be essential to making it all work well.

While not permanently based in the MAPS team, the team also involves/interacts with other agencies as follows:

YOT

No permanent MAPS team Member but desk in team office is used for ‘hot-desking’ by c. 6 YOT staff and facilities are used for meeting clients.

Probation officer

(Was based with the team but withdrawing due to cessation of temporary funding)

DAT

Not part of permanent, co-located part of MAPS but use MAPS office as a base periodically

Youth Service

Link with MAPS on a drop-in basis and attend monthly MAPS meetings that bring agencies together.

Other services, such as Social Services, currently work with the MAPS team in a more traditional way, although the team envisage the usual set of MAPS benefits would accrue if they had co-located staff working as part of the team in a more integrated way.

The MAPS team staff are employed by their ‘home’ agency e.g. Police, WLDC, Probation and they are line managed for employment essential also by their home agency.

Within the team, WLDC’s Housing Department representative and the Community Safety Police Sergeant both have supervisory responsibility within the MAPS team and typically take the lead on different problems, as appropriate.

Overall management of the MAPS initiative is outlined above.

Bureaucracy is kept to a minimum e.g . no formal terms of reference, time sheets.

PCSOs and tasking

In W Lancs, PCSOs typically work with a police Community Beat Manager (CBM). The Police have tasking meetings on the basis of which CBM and PCSOs are deployed. This is a Police function in W Lancs but the MAPS team has an open invitation to feed into the process.

WLDC funds 4 PCSOs and on the back of an agreement with the Police (presumably in fairly general terms e.g. that specify that the PCSOs will be additional to rather than replacing pre-existing Police input/presence and that determine their broad role and the town where they are to be deployed).

WLDC has given a high priority to tackling ASB and it has been relatively well resourced. WLDC is the lead agency for the W Lancs Community Safety Partnership.

The Manager ensures that the Government's Safer Stronger Communities funding is matched by other agencies by cash or resources in kind.

The £20K money needed to run the MAPS operation (given that staff costs are borne by their 'home' agency) is borne by the WLDC Community Safety budget.

The key performance measures used for assessing the success of MAPS are the PSA basket of community safety indicators.

MAPS is deemed a helpful approach. The core, co-located team is certainly a hub and drives much of what goes on, but other participating organisations/functions work actively with them and to a degree share in the benefits of improved multi-agency working (by attending regular multi-agency meetings which have a culture of all involved contributing/doing their bit and as 'hot-desking' participants).

Superficially the work of the MAPS team seemed to be well down the enforcement end of the spectrum, and it does sometimes appear quite 'Police-y'. However, taking the example of a very young child rated (on the basis of research etc.) to have a lot of the risk factors linked to eventual ASB etc. as an example, such a matter might well come to one of the regular MAPS meetings that involve agencies/services not represented on the core team e.g staff from child protection/family support services. The meeting would consider the issue and what preventative/ support measures might be appropriate. The agreed action might well involve those non-core team services, linked to Children's Centre resources, taking a lead on providing support and working to reduce the risk/strengthen the protective factors that would help safeguard the child concerned.

FINANCIAL CONSIDERATIONS

Premises

Premises and location are considered in more detail in Annex 6. With regard to premises costs, factors that need to be considered include:

- The cost of refurbishing the Topic Team's preferred location - Runcorn Town Hall (RTH) - is already budgeted for, but can the inclusion of MAPS team staff be accommodated without incurring additional costs for the Council elsewhere in the system e.g. good quality portacabins?
- Moving to RTH would free up the existing Community Safety Team, Church St. Runcorn premises for sale or other use
- It is costly (c. £20K) to provide secure Police IT links to premises not already linked
- Is there scope to secure any funding e.g. from GONW to help with the cost of refurbishment and essential facilities if additional costs arise?

Running costs

W Lancs estimated the running costs of their MAPS team facility to be in the order of £20K p.a.. A judgement needs to be made as to whether central accommodation charges would be borne by HBC as part of its contribution to MAPS working or whether this should be shared between core team partners.

An estimate of accommodation charges for a MAPS team should be sought from HBC Property Services.

Staffing costs

Exhibit 1 sets out an indicative organisation chart for a MAPS team and complementary ASB team. It also shows which posts are funded for 2007/8. These are shaded grey. Consideration also needs to be given to the sustainability of any posts currently supported by temporary funding.

MAPS team

- It is assumed that there are no additional costs associated with existing, funded posts
- It is assumed that the existing Police-funded resource of 3 support officers would be shared across the new MAPS/ASB arrangements
- The cost implications of the presently un-funded MAPS team partner posts shown will depend upon the outcome of discussions with potential partners. This is likely to develop gradually as new partners 'come on board'. Relevant commissioning and delivery agencies will each be making a judgement as to whether the benefits of MAPS working justify the secondment of existing staff or investment in new staff to enable their organisation to participate fully in the core MAPS team.

ASB team

Effective case management and casework capacity lie at the heart of the ASB team if it is to operate as an effective 'destination' for reporting and responding to non-emergency ASB incidents. Without this capacity, it can provide an element of coordination and specialist support from the currently funded staff, but would not be able to provide the kind of service that is really required, and, inter alia, relieve the ASB coordinator of a considerable operational caseload. Neighbourhood Management have indicated that they would consider part-funding a case manager post on a pilot basis. Additional resources would be required to sustain the two posts envisaged.

Reacting to and managing ASB cases is a staff resource hungry activity and is presently undertaken by a variety of agencies and personnel. An ASB team with dedicated case management/casework capacity is unlikely to, and would not aim to eliminate this entirely, but offers scope to streamline and clarify the current dispersed arrangements and in the process to provide a better service. An 'invest to save' case can be developed to support the appointment of an ASB Case Manager/Case Worker for Widnes and Runcorn respectively.

However, it requires the agencies to which cashable or other savings/cost-avoidance accrue to recognise the savings concerned and to commit to recycling them in order to sustain the ASB team posts in the longer term beyond an initial pilot phase.

Although there are no guarantees of savings in such circumstances, the cost analysis within a recent study commissioned by the Dept, of Communities and Local Government (http://www.communities.gov.uk/embedded_object.asp?id=1503795) concluded that intensive family support projects 'offer excellent value for money', pointing out, for example, that 'a family evicted for ASB with 3 or 4 children requiring custodial care, residential care and foster care can easily cost the Exchequer £250,000 - £330,000 in a year', not to mention the long term costs of social exclusion and life time dependency.

Evidence quoted by the National Audit Office in their report for the Home Office (Tackling Anti-Social Behaviour – Dec 2006.

http://www.nao.org.uk/publications/nao_reports/06-07/060799.pdf) states that:

“Research from the United States estimates that overall savings by diverting an individual from a life of ASB and crime range from .. £0.9m to £1.2m. Earlier interventions to help young people escape from this cycle could help to avoid these costs. Analysis of seven interventions on populations aged between 18 and 44 based in community settings ... showed that the cost benefit ratio of the interventions ranged between a ratio of 1:1.13 to 1:7.14. Cost benefit analysis of twenty early childhood intervention programmes showed even greater benefits ranging from a cost:benefit ratio of 1:1.26 to 1:17.07.”

It is suggested that as a first step, funding options should be explored further to secure approx £75K x 3 years (i.e. £225K overall) to support the two ASB Case Manager/Case Worker pilot posts and related evaluation costs.

Potential Benefits and Savings (MAPS and ASB teams)

It may be difficult to predict and quantify the potential savings from MAPS working, but this does not mean they cannot be realised. From the research carried out with comparator areas, there was a consensus amongst all the survey respondents that a MAPS approach brought benefits. As an engine room for thinking about the best way to prevent crime and ASB and to improve community safety, a MAPS team should, amongst others, be expected to generate ideas and otherwise contribute to making Halton smarter, more cost-effective and more successful in addressing its problems.

At this point it is more realistic to identify some of the areas where there is likely to be scope for savings and/or service improvements. The MAPS approach as a whole can be presented as an 'invest to save' proposition. Potential benefits and ways in which a MAPS team could add value/improve service and include:

- Better research and intelligence and understanding of community safety problems leading to better targeting of resources and improved return on investment
- Greater awareness and use of research, good practice and evidence of what works so that measures taken are more likely to achieve the desired impact and be cost-effective
- Scope for savings from effective prevention/diversion as compared with more costly enforcement measures
- Better coordination, reduced duplication and waste, and more streamlined/less bureaucratic working
- Improved (quicker and more effective) communication and an expected reduction in formal meetings should result in shorter lead times, faster response and feedback, and reduced cost
- The MAPS team itself can undertake or commission work to improve the efficiency, economy and effectiveness of community safety activity. Significant improvements and savings have, for example, been achieved elsewhere in the field of reporting and responding to ASB incidents.

FINANCIAL SUMMARY

Notes/assumptions:

- 1) *The following costings are indicative only*
- 2) *Only additional costs are included, i.e. not the employment and accommodation costs of existing staff*
- 3) *It is assumed that the capital costs of accommodation/ refurbishment will be neutral, offset by release of the present Community Safety team accommodation in Church St. Runcorn.*

MAPS TEAM

One-off set up costs

	£(000)
Removal costs (£500 per day x 2)	1
Furniture and equipment for 3 x new 'hot-desking' stations	12
Secure Police IT links	<u>20</u>
Total estimated set up costs	£ <u>33k</u>

Ongoing running costs (including asset rental, communal space, services etc.)

	£(000)
3 x 'hot-desking' stations & £1,666 p.a. each	£ 5k

PROPOSED ASB TEAM

One-off set up costs

	£(000)
Removal costs (£500 per day x 1)	0.5
Furniture and equipment for the 2 new posts	8
Total estimated set up costs	£ 8.5k

Ongoing running and possible extra staffing costs

	£(000)
2 x ASB Case Manager/Case Worker + evaluation provision	
Estimated all-inclusive annual on-going cost	<u>£ 75k</u>

MAPS TEAM PROPOSALS LOCATION AND PROPERTY CONSIDERATIONS

RTH was identified as a preferred location from the standpoint of locating a core MAPS team in reasonably close proximity to other relevant functions since RTH is expected to accommodate DAAT, Neighbourhood Management, the Mental Health team, and the Community Development team.

If the MAPS team is not designed to provide access to the public, its location away from a town centre/area of high footfall is acceptable.

(Public access for those seeking advice or wanting to report incidents such as crime or ASB will need to be addressed by the Topic team when it examines the reporting and responses to non-emergency incidents.)

RTH premises refurbishment costs are already secured, however, space is at a premium and may call for (decent) portacabin accommodation to be acquired.

Dispersal of some members of the existing community safety team (e.g. some non-core Police roles) to their 'home' organisations and the proposals outlined in this report are likely to lead to accommodation (including at least shared meeting facilities etc.) needs for:

- A MAPS core team of 10 – 15 people
- An ASB team of 3 - 6 people.
- Space also needs to be allowed for 3 (provisionally) non-core team staff to 'hot desk' in the permanent MAPS office.

It was indicated that a small ASB team might be absorbed in/around the accommodation of the Neighbourhood Management team

The present community safety team offices in Runcorn town centre (Church St) would be freed up. It is understood that plans are already in train for alternative uses for the property 'released', however, in making an assessment of the costs and savings associated with a MAPS arrangement, the proceeds or benefits realised from alternative use should be taken into consideration.

Vacant space at the Widnes Police Station has also been mentioned as a possibility e.g. as an alternative venue for the MAPS personnel or for re-located, non-core members of the existing Community Safety Team.

OTHER ASSOCIATED ACTIONS

Note: *This Annex is not a list of formal recommendations from the Topic Team, but suggests a number of additional actions, some of which may be beyond its remit, the need for which came to notice during the course of the Topic work.*

Governance arrangements and accountability

The governance arrangements and accountability of the current Community Safety Team or a future MAPS team need to be strengthened and clarified by the CDRP/ Safer Halton Partnership. Reasons for suggesting this include:

- The need for greater independence and transparency, in keeping with good practice, in the way the Community Safety Team or a future MAPS team is held to account for its activities and outcomes
- The provisions of the Police and Justice Act giving Council overview and scrutiny committees (i.e. Halton's PPBs) a greater role.

Monitoring and Evaluation

There is a need to carry out a baseline assessment and to establish arrangements for evaluating the impact/monitoring the progress of any MAPS arrangements e.g.:

- to assess the time spent currently in meetings, in setting up meetings, in chasing up partners, in mis-directed effort... under current arrangements so that it is possible to compare/contrast efficiency/effectiveness with the position after introduction of MAPS, and
- to assess what impact the introduction of MAPS arrangements may be having upon the community safety outcomes they are intended to address.

Case management

There is a need to explore and assess the business case for employing two ASB case managers/workers – one for Runcorn and one for Widnes (see page 12 of the report). It is proposed that they comprise part of the ASB team and, as the name implies, their role would include managing ASB cases referred to the team and 'working' the cases directly, as appropriate. If funding is only available for one post in the short term, there would be merit in piloting the concept, probably in Runcorn. One aim of adding this case management capacity would be to relieve the ASB Coordinator of their caseload so that their efforts could be re-focussed on their intended role within the MAPS team.

Considerations to be borne in mind in progressing ASB case management include:

- Progress already made in developing a standard initial recording and assessment process for ASB cases
- Lessons that might be learnt from Social Services colleagues in managing casework, including developing a personal plan and exit strategy, and
- The need to monitor and evaluate the impact of the case managers' work.

Staffing

Team management - a necessary early step is to recruit a MAPS team manager sufficiently senior, skilled and influential to provide effective leadership and to ‘front’ the team, yet with a sufficiently narrow remit to provide the focus and concentrated attention demanded by an issue of the importance of community safety. (This process is in hand at the time of writing)

Staffing – productive team working and the relationships on which this depends are key to reaping the benefits claimed for the MAPS approach. Assembling a team whose individual members possess or are capable of rapidly developing the skills and knowledge needed for a MAPS team to perform effectively is also essential. The selection and deployment of the right staff for roles within the MAPS team is therefore critical. Because of the reliance on good relationships and team working, full time deployment to the team and a reasonable degree of staffing stability are likely to be important success factors.

Non-core team staff - careful consideration needs to be given to the circumstances, deployment and location of valued staff in the existing Community Safety Team whose continuing roles would not be part of the core MAPS team.

Partnership arrangements

The establishment of a MAPS team would provide an opportunity to review and potentially streamline the existing community safety partnership arrangements. If the MAPS team secures the right partner involvement, it may be practicable to dispense with some of the existing (and typically support-hungry) partnership bodies that have previously been essential but may no longer be necessary. Any savings could be redirected to strengthening MAPS or frontline functions.

Cost/benefit assessment

Historically public agencies have not always been good at evaluating the impact of what they do and assessing the ‘whole system’ costs and benefits. It is suggested that in taking forward the recommendations in this report Halton should take steps to do so. Arrangements for ploughing back savings and efficiencies resulting from effective implementation of MAPS need to be explored and pursued rigorously in order to sustain the approach and reduce reliance on special funding.

Name of team

Before promulgating the MAPS team concept, consideration should be given to a suitable, more self-explanatory name. ‘MAPS’ on its own gives no indication of the kind of issues the team is intended to address; it could concern space travel as easily as community safety! Are there better, more positive and pithy alternatives to ‘Community Safety Multi-Agency Problems Solving Team’?