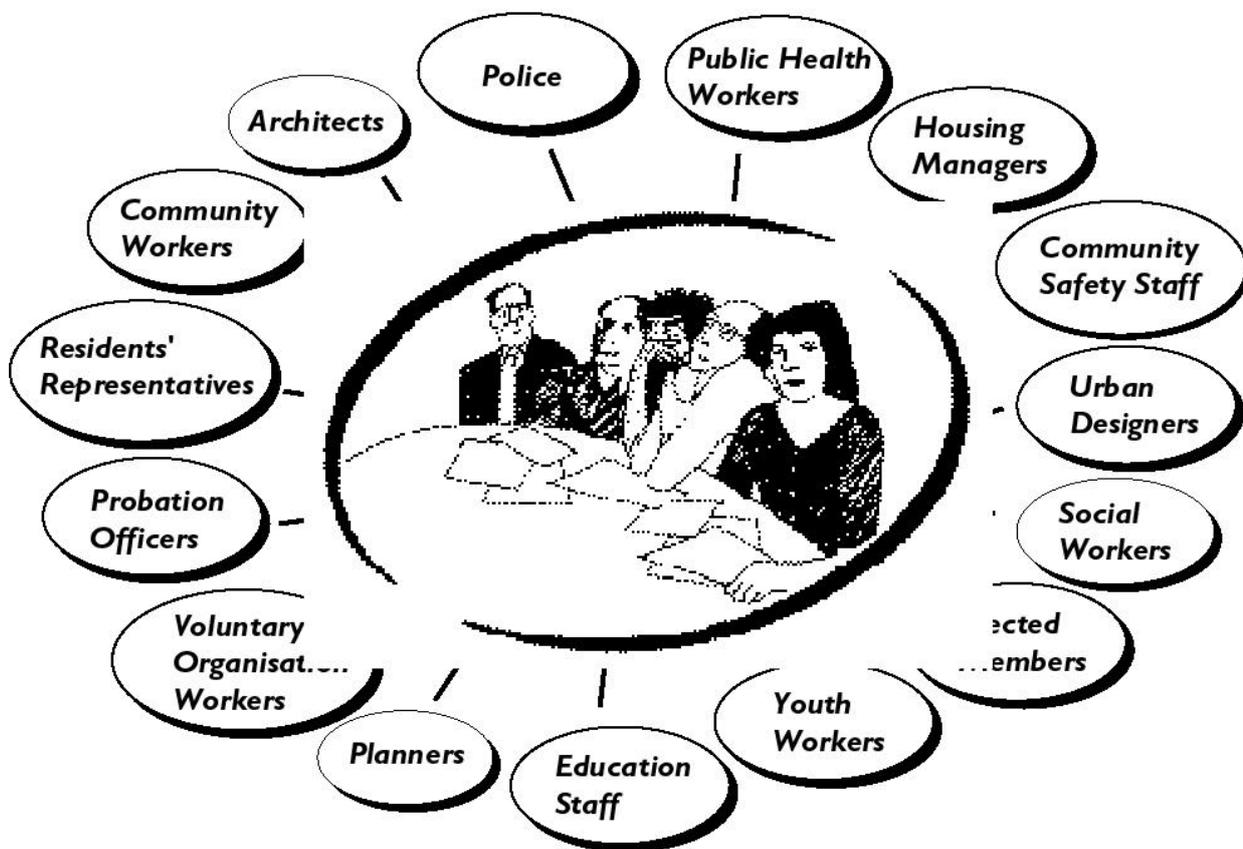# THE CHALLENGE OF ACHIEVING SUCCESSFUL COLLABORATIVE INTERVENTI0NS

- multi-agency co-operation
in community safety and other "wicked issues"

Trevor Locke, Henry Shaftoe and Trev Johnson

Edited by Henry Shaftoe and Trev Johnson with additional material from Terry Webb and Sarah Bartlett

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"Collaboration is a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible."

Barbara Gray
Professor of Organisational Behaviour
Pennsylvania State University

"Collaboration has been defined as an unnatural act between non-consenting adults. We all say we want to collaborate, but what we really mean is that we want to continue doing things as we have always done them while others change to fit what we are doing"

Jocelyn Elders
Former U S Surgeon General

1 Introduction

The above two quotes offer in turn an optimistic and a cynical interpretation of what goes on when people with different skills and interests come to together to work on a common task. Despite the apparently simple definition of collaboration (literally: "working together") this is a hugely complex task fraught with potential for failure and disillusionment. Almost anyone who has been involved in partnerships, "multi-agency task-forces", work teams, collaborations and alliances, will be able to recall a plethora of problems associated with such activities.

This handbook looks at the complex nature of the collaborative process from formation to the realisation, or otherwise, of agreed targets. It suggests ways of working around the 'barriers' that are likely to be encountered along the way. Common problems are confronted, put in context and suggestions made for overcoming them. It argues for agency commitment to collaborative working being part of a long-term strategy, while accepting that short-term gains will be needed to maintain the momentum, enthusiasm and commitment of the 'players'. It demonstrates the need to undertake audits and to monitor, review and evaluate partnership practice. Organisational functions and the extent of collaboration between agencies are assessed. It suggests the inevitably of change, both of management and practice, as an outcome for participating agencies.

The suggestions put forward should contribute to effective problem solving and assist in the development of more effective and seamless services. Although the context for this document is the challenge of convening effective partnerships for preventing crime and enhancing community safety, the *processes* covered can be applied to most other "wicked issues" or complex projects requiring a multi-disciplinary solution.

Definitiions

Working together can take various forms and different levels of intensity and interdependence. It is described by various terms that are often interchanged incorrectly. Within this text the term *collaboration* refers to a positive form of developmental working in association with others, both individuals or organisations, towards some mutual benefit. *Multi-agency* refers to a group of organisations, bodies, stakeholding groups or services. *Multi agency working* refers to two or more bodies (e.g. agencies or local authority departments) working together in relation to a given problem, without significantly affecting or transforming their working practices. *Inter agency* refers to any connectivity between disciplines, professions or organisations and necessitates some form of interdependence. It usually implies change in the working practices of the participants and should influence the sponsoring or parent agency. *Partnership* refers to a form of joint activity involving two or more bodies working together. It is the only 'joint working' term that has legal implications and has a legal definition, "the partnership being jointly and severally liable for both the successes and failures of the venture".

To further complicate matters, there are other terms that overlap with or substitute for some of the above descriptions. *Multi-disciplinary* or *inter-disciplinary* refers to the professional background or training of a group of participants. It should be noted that you can have a multi-disciplinary task group within a single agency (eg: the Health Service) as well as within a multi-agency partnership. Other terms include *alliance* (popular in North America to describe partnership) and *team.* Arguably a *team* is what you have when a *partnership* is working in a true spirit of *collaboration*!

The setting up of a multi agency venture can be analysed in terms of three distinct phases.

1. Formation (or Entry and Start Up) is the initial phase, where the problem is recognized, ~~and~~ the key agencies / players are identified, preliminary discussion takes place and a plan to meet is agreed. This phase should identify a common agenda and purpose, identify both core and peripheral participants and agree an administrative framework and roles, together with some ground rules. This should be viewed as a period of 'acclimatisation'.

2. The Engagement and Development phase follows. This is where the partnership starts "delivering the goods". To be effective this phase should also broaden the working relationships while reviewing each agency's practice within their own operational framework.

3. The End Phase. All developmental groups need to regularly monitor and review their purpose, exiting when agreed tasks have been completed or agreeing to reform if further tasks emerge from a review. This will require returning to the entry and start up phase; indeed the end phase should be part of the initial planning.

This sequence is well known in groupwork theory as the process mnemonically listed as:
forming-storming-norming-performing-reforming (or mourning)

The practicalities of handling these phases will be covered in detail in sections 5, 6, and 7.

2   Wicked issues and Community Safety

'The idea of the "wicked issue" has become part of the contemporary currency of public administration and management. …They suggest a special class of policy problem; one without an obvious or established (or even common sense) solution, defying normal understanding- and often not sitting conveniently within the responsibilities of one organsisation[1]. This quote is taken from the introduction to Clark and Stewart's 1997 paper, 'Handling the Wicked Issues'. It highlights the challenge of finding solutions in confronting such disparate issues as criminal activity, urban regeneration, health inequalities, substance misuse, climate change and homelesssness. (See also DETR 1999). In the case of this document we will be concentrating on the presenting problem of crime.

It has become apparent that crime is a social problem that is best tackled by several organisations (or *agencies*) working together (Home Office 1991). Furthermore, collaborative working, where two or more organisations work on a problem simultaneously and in close co-operation, can result in a combined outcome that is more effective than that of any one organisation working in isolation. This notion of the interaction of two or more agents or forces so that their combined effect is greater than the sum of their individual effects is often described as *synergy*. Writing about another "wicked issue" Baxter & Toon (2001) assert that "a diverse group can arrive at a place no individual and no like-minded group would have achieved" (p271)

The value of this collaborative approach lies in the combination of resources, time and skills that several organisations can bring to bear on a common problem or target. After all, no one agency has the monopoly on resources, information or expertise. There are definite advantages but serious difficulties to this way of working. One unexpected advantage which is highlighted in 'Creating Collaborative Advantage'[2] suggests 'collaborative advantage will be achieved when something unusually creative is produced – perhaps an objective is met – that no organisation could have produced on its own and when each organisation, through the collaboration, is able to achieve its own objectives better than it could alone'.

3   History & Legislative Framework

In the delivery of public services, we have been overtaken by history. It has been noted that, if a Victorian citizen was reincarnated and headed straight for the local Town Hall, they would find a very familiar world. The departmentalisation of service delivery and the compartmentalisation of the professions that deliver services have remained remarkably fixed for the last hundred years or more. Although there are moves in many local authorities to combine certain departments under "umbrella" directorates, the day to day compartmentalisation of service delivery id still commonplace. In most cases, at the field work level, health is still separate from social work, housing is still separate from architecture/planning, youth work is still separate

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[1] Clark and Stewart (1997) 'Handling the Wicked Issues – A Challenge for Government', School Discussion Paper, University of Birmingham
[2] Huxham (1996) 'Creating Collaborative Advantage', Sage

from education and policing is still separate from environmental health, for example. Despite recent rhetoric and attempts at strategic re-organisation, this "silo" approach to service delivery is entrenched both at central and local government levels (see DETR 1999).

Researchers and policy analysts who have been able to take a more detached view, have noted that many of these compartmentalisations of expertise are not only outdated, but counterproductive. We may have solved some social problems through specialised intervention (immunisation and mains sewerage for example) but the residual "wicked issues" – community safety, disaffected youth, area regeneration, social exclusion, sustainable development and poor health amongst the socially disadvantaged have remained resistant to the attentions of single agencies or professions (DETR op cit.).

Many major commercial projects have always had to take a multi-agency approach to delivering the goods. An obvious example is a large construction project, which involves collaboration between: planning consultants, surveyors, architects, structural engineers, builders, plumbers, electricians etc often employed by different firms. In the past most public services have not been geared up to such collaboration, which is probably why we have effectively addressed some problems but not others.
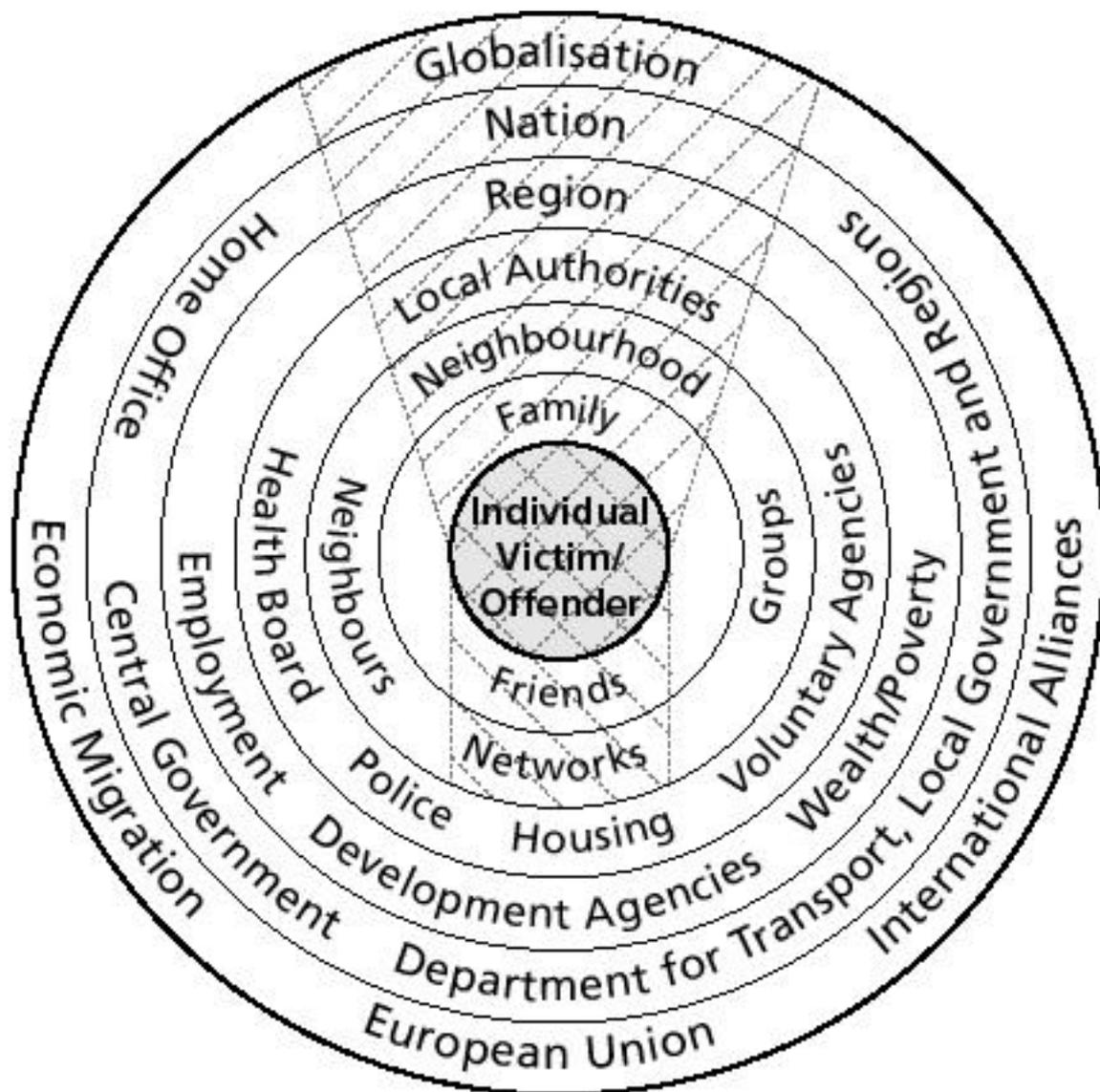
One of the first areas of the public sector where multi-agency collaboration became the norm was child protection. Police, social services and health now have considerable experience of working together to prevent the abuse or neglect of children, although this is not to say that the problem has been solved, as many high profile media exposées attest to. Crime was the next topic to be proposed for a multi-agency makeover. In 1991 James Morgan and his committee argued persuasively for a partnership approach to local crime prevention (Home Office 1991), but it wasn't until 1998 that the Government bit the bullet and enshrined a requirement for multi-agency collaboration in Sections 2 & 3 of the Crime and Disorder Act.

The government's shake up of the Youth Justice System was also outlined in The Crime & Disorder Act 1998. It proposed a multi agency initiative to address youth crime with shared accountability between the key responsible agencies; police, social work, probation, education and health. Accepting that youth crime could not be tackled by any one agency acting in isolation, multi agency Youth Offending Teams (YOTs) were set up as directed within the legislation. This radical development required a review of working relationships between the statutory agencies and their linkage and expectations of working with the voluntary sector.

The Youth Offending Services that have developed over the past few years have provided a wealth of practice knowledge concerning the difficult transition from multi agency to inter agency working. Action research projects have defined and refined good practice. Many hurdles have been overcome and we have moved from the simplistic model of sitting the agencies around a table and expecting them to 'solve' a problem without considering the preparatory work. As we shall see later, roles and responsibilities, priorities and working practices need to be clarified by the collaborating partners before the main task can be tackled

4 The value of working together to prevent crime and other wicked issues

Crime, like many other social phenomena, is a complex problem - it manifests itself in many ways, it has multiple causes, it involves a great many people, including offenders, victims, law enforcement officers, security providers, probation officers, youth workers social workers, teachers, community groups and so on. Crime touches the lives of everyone in our society in one way or another and is affected by everything from the family to global politics:

Globalisation
Nation
Region
Local Authorities
Neighbourhood
Family
Individual Victim/ Offender
Friends
Networks
Home Office
Economic Migration
Central Government
Employment
Health Board
Neighbours
Police
Housing
Development Agencies
Department for Transport, Local Government and Regions
European Union
Groups
Voluntary Agencies
Wealth/Poverty
International Alliances

There is no one agency or organisation that is responsible for preventing and reducing crime. Rather, the responsibility for crime prevention is spread across a number of agencies, including: the police, the local authority, health authority, voluntary organisations and community groups, plus a range of bodies set up as special projects with funding from (for example in the UK) the Single Regeneration Budget, European Union or Crime Reduction Programme.

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Historically police services were always seen and regarded themselves as having sole responsibility for the prevention and detection of crime at the local level. It is now recognised, in policy circles, if not by the general public, that police officers do provide crime prevention services but they are not the only, or even the principal agents to be involved in this function. In fact, it is now generally accepted that Police Services normally work with other agencies to fulfil their responsibility for crime prevention. As one Police document noted '*The Partnership Approach has, without doubt, been one of the most encouraging and challenging developments in policing this century and the potential benefits it offers should not be under-estimated'* [Metropolitan Police, 1993].

The same Police Service wrote, in another document,

> *Crime is a complex issue and as such the solutions to different offences are many and varied. Can an initiative to prevent burglary, for example, ever be truly effective if we concentrate simply upon the detection of offenders when the problem may also involve truancy from a local school, poor youth provision, re-offending on bail, poor street lighting or the inability of residents to fit adequate security? Clearly, therefore, no one police department, or indeed other agency, holds the entire answer.'* [Metropolitan Police, 1990].

Despite the problems that the British Government had defining it (and therefore dropped reference to it in the Crime and Disorder Act) community safety is a term and concept widely used within local authorities and the police. It has the advantage of being broader and more inclusive than the term crime prevention and involves some activities and policies that would not normally be accepted as being part of controlling crime. Community Safety interventions could encompass reducing the fear of crime, anti-vandalism campaigns, traffic calming, development of youth work programmes, mounting summer play schemes, encouraging residents to be good neighbours, domestic violence projects, countering racism and work with drug addicts. These can, of course, involve dealing with criminal activity but both the problem and the response involves understanding behaviours and providing services and activities other than those directly connected with criminal behaviour. Thus community safety initiatives, necessarily require collaboration between different agencies and areas of expertise.

To further muddy the semantic waters, the term crime reduction has experienced something of a renaissance within government and the police. Crime reduction, according to our understanding, is wider than simply prevention because the workings of the criminal justice system are meant to lead to crime reduction. Both crime prevention and community safety initiatives concerned with crime would self-evidently contribute to an overall reduction strategy but then so might the detection, apprehension and incarceration of repeat offenders and recidivists.

Here are some examples of community safety partnerships and projects, to illustrate the range of agencies involved and multi-disciplinary approaches taken:

Wolverhampton Community Safety Partnership is supported by the Probation Service, the Local Authority, the Voluntary Sector and the Police Service. Its Directors are drawn from these agencies and the Wolverhampton Chamber of Commerce, Wolverhampton University, the Race Equality Council, Victim Support, the Town Centre Association, City Challenge, the Federation of Tenants Associations and other bodies [WCSP, 1995].

Thames Valley Partnership: '*In 1992, determination to initiate a major crime prevention programme brought together senior members of the Thames Valley Police, the Probation Service, the Crown Prosecution Service, the Prison Service, the Courts and Local Government, convinced that this could best be achieved by partnership between their agencies, together with representatives of voluntary community groups and with the support of the business world.'* [Thames Valley Partnership, 1995].

West Howe Community Project: '*The West Howe Project was set up as a multi-agency working group intent on improving the quality of life on a local authority housing estate where opinions and feelings towards authority figures and fellow residents were generally expressed in dissatisfaction.' '...the agencies which took part in the project work; Bournemouth Borough Council, Dorset County Council, Social Services, Education and Welfare, Youth Service, Library Service, Health Service, Fernheath Play Association, Probation Service, Police, West Howe Community Association, and St Philips Church, Moore Avenue.'* [Marsh, 1992].

The Derwent Imitative: '*The Derwent Initiative is an unique organisation which exists to promote an inter-agency response to sexual offending. It is unique because it: has a mandate from all the major statutory agencies but is owned by none; it is administered by a board of trustees assisted by an advisory board which includes representatives from a range of sectors. It promotes an inter-agency response to sexual offending by raising awareness of the nature of sexual offending; bringing agencies together to work on specific projects; obtaining consensus at senior management and practitioner levels; promoting inter-agency training in issues connected with sexual offending*' [Derwent Initiative brochure].

The South Gloucestershire Community Safety Partnership was described by Her Majesty's Inspectorate of Constabulary as having " developed a vibrant and inter-connected partnership arrangement bringing into close alignment the different but complementary agendas of all involved." (HMIC 2000). This is a huge and potentially unwieldy partnership which, in addition to the usual suspects includes representatives from: Bristol Drugs Project, North Avon Magistrates Court, Parish Councils, the University of the West of England, Victim Support, Neighbourhood Watch and South Gloucestershire Councilors. Despite the cumbersome size of the partnership, HMIC commended it for its:

- effective and active leadership
- encouragement of local ownership of projects by the community who are committed to their success
- the championing of individual projects by elected members on behalf of their communities

- the integration of community safety into all aspects of partner organisations and the work they undertake.

(HMIC 2000)

London Restorative Justice Network is an independent subscription group that attracts practitioners, mangers and laypeople from across London who have an interest in developing and promoting restorative justice initiatives. It is believed by the group that by involving offenders, victims and society in the resolution of an offence, that rates of recidivism are likely to be reduced. Contributing agencies include social work, health, police, probation, education, judiciary, magistracy, community panels and government representatives as well as interested individuals.

It was only through many agencies, disciplines and representatives working together and playing their part, that these projects were able to tackle the problems and needs that they had identified.

Accepting the desirability for multi-agency working is one thing - establishing an effective collaborative venture is quite another. A common approach is to set up terms of reference guided by the 'problem solving' method.' This involves the working group partners agreeing on how to break the project down into the interrelated procedures of problem description, strategy development, implementation and evaluation.

There are, however, real barriers to achieving such an agreement between the partners. Although all the participants should have an interest in the partnership (unless they had been sent there against there will because their presence was required or expected), they do not have *a common* interest. User stakeholders and provider stakeholders are affected differently by the 'problem'. The user stake-holders are not necessarily equally affected by the social malfunction; and even where they are, different individuals have different psychological and physical tolerance levels to disorder, noise, fear, illness, or whatever. As far as the provider stakeholders are concerned, experience shows that group members are often reluctant to recommend initiatives that go beyond the established practices of their own agency or that require their agency to contribute additional resources. (Bowling 1992)

Different professional groups may share a common concern - say to reduce petty crime on housing estates - but the issue in question may not be their only or primary concern. Reductions in crime and the fear of crime may result tangentially from the professional activities of social workers, local authority housing officers, town planners, police officers, probation officers, school teachers, and architects. It may be of interest to all of these groups, but the problem is, that it is not the *primary* interest of any one of them: community safety should be on all their agendas but does not command a high place on any of them.

Many of the issues with which we are concerned in this argument (crime, drug abuse, environmental damage, etc.) require a multi-agency response. The relevant agencies have contrasting primary objectives, are funded and organised differently and embrace different professional values. It has been noticed, for example, that when special interest groups join multi-agency task groups there is a tendency for them to bring with them firmly-held presuppositions about the nature of the problem. These assumptions are based on their

particular experiences and preferences. In this way there may be a tendency for social workers to point to the socio-economic context as constituting the seat of the problem, while the police often emphasise poor urban design features, church groups point to declining moral standards and groups sponsoring recreational programmes see the lack of free-time facilities as the key issue.

These organisational and cultural differences present barriers to the establishment of effective collaborative initiatives. The potential conflicts of interest, role and culture need to be anticipated and understood before any effective multi-agency endeavour is established. The Wardle Report (Home Office 1993) identified three categories of problem that may be expected to arise. They hinged on the following relationships:

1   Between agencies. Lack of agreement about causes and priorities may result in disagreements over the type of crime prevention the partnership might pursue. Agencies may also be unwilling to share information (confidentiality) or allow others to contribute to their area of expertise (professional boundaries).

2   Between agencies and the public. Often an area where there are tensions between the public and the service providers. Working with the public involves specific skills. It is important to involve community organisations and to consult user-stakeholders to ensure that the partnership has widespread public support. One aim of the project might be to create community empowerment as a mechanism for ensuring that any beneficial results of the initiative are sustainable

3   Between agencies and particular crimes. There is sometimes confusion about the crime prevention role of different agencies. Partnerships should clarify the role of different agencies at different stages in the prevention of different crimes.

Where local bodies fail to co-operate the result is fragmentation, waste of resources, duplication of responsibilities, and conflict over territory. The biggest risk stemming from absence of collaboration is that valuable and important opportunities are missed and initiatives never become fully effective.

The next three sections examine the practicalities of the partnership process under the three stages introduced at the end of section 1.

5   The Formation Stage – a period of 'acclimatisation'.

Seeing the need for a collaborative approach requires somebody to make the first move. It also requires that individual, or agency, to have insight or a vision to see beyond the limitations or restrictions of their own agency's policies, practices and interventions. In most cases there is no pre-requirement that a certain agency should take the lead. In the case of community safety it will often be the local authority (community safety section) or the police. Similarly, for youth crime the initiative will often be taken by social services. The 1998 Legislation (Crime & Disorder Act) mandated agencies to collaborate to address youth crime and provide services for young people who offend (Youth Offending Services and Teams). This legislation had certainly focused thinking but created many difficulties for the services at the outset who were, in the main, uninformed as to the roles of their associate colleagues. This is meant that in theory there was no lead agency, but, nevertheless, the statutory agency that bore the main responsibility for service provision (Social Services), often directed from the Youth Court, assumed this role. This did cause some difficulties as agencies jockeyed for position, juggling roles, responsibilities and budgets during the start up phase.

In other arenas Identification of the 'problem' and the best suited agencies to redress it are assumptions that a 'lead' agency will need to confirm through convening an initial meeting. This will launch the group 'process' of engaging the representatives, agreeing a common agenda and setting out the parameters for the working relationship. This may be viewed as a period of acclimatisation, as the agencies and individuals learn about responsibilities, working practices and cultures of their partners. Groupwork theory and empirical experience demonstrates that this "forming and storming" phase has to take its natural course. Partners and chairpersons desperate to get on with the business of "performing" ignore this acclimatisation stage at their peril. Many dysfunctional partnerships can trace their problems back to a failure to let the group settle in and find its feet.

Identifying the 'Players'
Even after the initial meeting has been convened there should still remain room to manoevre in recruiting more or different agencies. It is only through this initial meeting that the legitimacy or relevance of participants can be discussed and agreed.

In the case of a community safety partnership, it is not difficult to list the organisations that are involved in the task of reducing crime. The police and the other agencies of the Criminal Justice System have traditionally played a leading role along with local authority community safety departments. Other necessary partners (albeit sometimes reluctant ones) might include the Health Authority, Education, Planning, Social Services and Youth services. Where the prevention of crime is concerned, the police, the community and the local authority are involved in tackling the problem from a variety of angles. Volunteers in local communities also get involved; for example, Neighbourhood Watch groups, run by volunteers, can play their part in community crime prevention. Community groups and community development programmes make a valuable contribution to the work of crime prevention.

Businesses should have a vested interest in the prevention of shop and industrial theft and in prevention schemes generally where they promote a safer and more secure environment in which trade can flourish.

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In some cases different levels of local government are involved, e.g. a County Council, district councils and sometimes parish councils. The key *statutory* agencies to be involved in most local schemes will include the Police, the Probation Service, the Youth Service, Health Board, the Housing Department of the Local Authority and the council's Community Safety section. Where the majority of social housing is being provided by Housing Associations rather than the local authority, this needs to be addressed through representation in the partnership. This can be particularly problematic when a number of different Registered Social Landlords are operating in the same area.

It is important to achieve a balanced representation from the community, either through elected members or directly through residents associations, street representatives, tenants and residents groups and youth groups. This necessitates added sensitivity on the part of the professionals involved, in terms of avoiding the use of jargon and overwhelming lay people with the confidence of their professional expertise and power.

Formal and informal collaboration

Professionals in different organisations can work together to tackle a common problem through varying degrees of formality and structure**.** In tackling problematic drug use, for example, the Police and Customs and Excise officers play a role, as do teachers, youth workers, social workers, probation officers, psychiatrists, nurses, those who work in drug treatment and counselling agencies, clinics, hostels, rehabilitation units and so on. In some aspects of the problem, professionals can work informally, talking to each other, exchanging information, discussing problems and approaches, setting up unofficial working arrangements and networking within the various agencies concerned with that problem at the local level. In other cases, or between particular agencies, a much more formal structure has to be established, with agreed responsibilities and obligations.

Many informal practices go on without the formal recognition or management of the agencies involved. Members of the community respond to crime and prevent it, at an individual level, by their own informal social and inter-personal processes. Some initiatives take the form of organised social action, as when volunteers decide to challenge prostitution in their neighbourhood or to form their own citizens' patrols. Parent teacher associations, in addition to their primary task of communicating current information, may review school vandalism, anti social behaviours and bullying. Parents informally contribute to crime prevention when they attempt to bring up their children to be law abiding citizens. Informal responses to criminality within the family and within communities can be very effective and can be encouraged but they tend to be haphazard, strong in some communities and weak in others. Informal group action is often unaccountable (self-appointed) and at worse can get out of control, as for example, with 'vigilante' groups.

When informal responses to criminality prove ineffective or counter-productive, local agencies should intervene to create responses that are more legitimate and accountable. For a response to be perceived as legitimate*,* it will have to be based on at least one of several justifications: actions defined and required by law or statute, actions based on recognised expertise, reactions that are representative of and supported by the majority of the local citizens. (For further discussion of this, see Beetham 1991).

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Formal approaches to crime prevention happen when organisations decide to engage in recognised initiatives. This creates official action and procedures in place of unofficial ones. In one sense, organisations engage in formal activities and individuals engage in informal activities. Action that is sanctioned and recognised by an organisation is official whilst that which is not but is part of everyday practice is unofficial. Where official arrangements exist, these stem from the mandate of the organisation. This can confer power and authority on such arrangements but it can also serve to limit and restrict action, whereas informal and unofficial arrangements are characterised by their flexibility and freedom of action.

Youth Offending Teams have formal arrangements agreed between the parent agencies of probation, health, police, education and social services. These arrangements are evolving as this new service develops its responsibilities and opportunities. The overseeing Youth Justice Board sets service expectations, standards and targets while reviewing good practice, addressing duplication of service and 'justice by geography'.

Police Officers have very strict and extensive rules governing their official and formal actions in law enforcement. But Police Officers can and so also engage in informal and unofficial actions and these can be either permissible (where they do not counteract or infringe official rules and are still part of good practice) or illegal and run the risk of disciplinary or even legal sanctions. The situation is similar for some of the statutory duties carries out by social workers, planners and environmental health officers.

Case Study: The Voice of Southmead

In reaction to disgust at the amount of drug dealing and organised child abuse on a large urban housing estate some of the residents, who were members of the local rugby club, spontaneously decided to group together to do something about the problem. They demanded a meeting with the local police and drew up a plan to "out" the dealers and abusers. For a while it looked as though a "lynch mob" was in the offing, but the police decided to aim for collaboration rather than confrontation. As a result some serious offenders, identified by the residents' group, were successfully prosecuted, but just as importantly, many of the residents who had formed the group became involved in various preventative partnerships, such as sports activities for young people, staffing of the local youth centre and a motorcycle project. What started as an informal collaboration between residents evolved into a more formal series of professional/community partnerships that delivered valuable services to the population that had previously been the target of criminal activity.

Both formal and informal arrangements and practices have their strengths and weaknesses. In some instances informal actions can work more effectively than formal ones. There are conditions in which formal structures for multi-agency working will achieve much more than informal and unstructured practices. In the case of the example above, it enabled the community representatives to get funding from charities and government initiatives, as well as receiving professional support. It is quite possible for both formal and informal arrangements to carry on in the same locality at the same time. As we saw with the case study above, in many areas there is a situation of flux with informal practices becoming eventually embodied in rules and

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formalised over time. Sometimes formal structures prove to be rigid and unwieldy, with the consequence that informal arrangements emerge to actually deliver the necessary outputs.

Agreeing the Agenda

Before attempting any tasks and as part of the "storming and norming" process, each agency should be given the opportunity to highlight their own specific concerns relative to the identified and agreed 'problem'. In addition any problematic areas within and/or outwith their own agency should be noted for discussion.

The value of group seminars, training or 'away days' should be suggested and planned from the outset. These are often necessary precursors to collaborative working, because of the importance of sorting out initial personality, cultural and group dynamics. Without this "formation" stage, it is most unlikely that any collaborative group will "perform" at its best.

It is important that an effective 'chairing' and administration procedure is agreed between all representatives. It is our view that the chairperson should be someone who is good at the skills of chairing rather than the person who has the most power or content expertise in the group. If the chair is chosen on the basis of the latter qualities, there is a danger that the group will be dominated and manipulated by the views and interests of that one particular person.

Setting parameters

Clarification of roles, responsibilities and constraints of participating agencies should be discussed to assist in the setting of parameters. Often this task is not undertaken formally as agencies have their own ideas about this topic which may often be misinformed. The value of what one might call "truth and reconciliation sessions" cannot be over emphasised. It has been demonstrated that such honest sessions not only clarify often difficult areas, but also add to the construction of a strong foundation for the collaboration.

Structures

The existence of 'levels of formality' has been postulated [Liddle and Gelsthorpe, 1994a pp 7 - 10]. Their study also referred to the various levels at which multi-agency crime prevention groups operated. There is one sense in which we can perceive a degree of formality or informality - that is to say, form is not an absolute but a relative characteristic. There is also a sense in which form is synonymous with structure. An officially convened crime reduction partnership is a formal structure and it operates formally within the brief that it has been given. By 'structure' we mean the arrangements for organising the delivery of the initiative. The formality of a procedure or action reflects the extent to which it has been recognised, mandated or empowered by the agency responsible for it and the statutory requirements that frame it. The collaboration grid analysis, referred to in the next section, demonstrates what this means in terms of inter agency relationships and organisational inter dependence.

The *Morgan Report* (Home Office 1991 made several recommendations about the *structures* needed for effective multi-agency crime prevention. It famously acknowledged that '*at present crime prevention is a peripheral concern for all the agencies involved and a truly core activity for none of them'* (Home Office 1991, page 3 and para 3.15). It also acknowledged that there has been '*confusion among the various levels of local government, particularly in the Shire County areas, about responsibility for crime prevention'* [*ibid* para 4.31]. Morgan regarded it as

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essential that multi-agency partnerships had a 'coherent structure'. Five models of organising local crime prevention initiatives were defined in the report and these stemmed from where the impetus for co-ordination originated. The exact nature of the models need not concern us here, but what is important in that source and in others [eg:Liddle and Gelsthorpe, 1994a], was the concern about the presence or absence of a structure.

Lack of structure and coordination can lead to a situation where participating agencies feel inclined to 'pass the buck', no single agency being prepared to take responsibility. [Johnson and Parker 1996 p23 & Johnson 1997]

The England and Wales Crime and Disorder Act of 1998 required the "responsible authorities" (the police and local authority, plus the health board and probation committees) in an area to work together to reduce crime and disorder, but does not demand a particular fixed working structure for achieving this. Subsequent guidance published by the Home Office (1999) Crime Concern (www.safer-community.net/netindex.asp) and a good practice website developed by the Audit Commission (www.audit-commission.gov.uk/comsafe) offer various indicative frameworks for partnership working.

Many of the problems associated with multi-agency initiatives can be seen to originate in either the absence of formal organisational arrangements or from weak, ineffective or inadequate structures. Where the structures are at fault, problems can result, such as those discussed below. The task of designing and implementing multi-agency approaches to crime prevention is primarily one of getting the structures right: that is to say, it is a task of organising the delivery of a scheme, initiative or strategy. As we shall see later, that task also involves three distinct functions (policy, planning and practice / implementation). But pursuing that task is not always plain sailing.

6   Engagement and Development

Process and Practice

The formation of any new group or team poses certain challenges. It is recognised groupwork theory[3] that a new team passes though a number of stages as part of its normal and natural lifecycle. It is important that these stages are recognised, understood and anticipated, so that the "emotional life" of the group does not get in the way of the task of the group. Too many partnership groups try to jump in at the deep end without passing through the preliminary stages of settling the group, and then wonder why there are so many process and personality difficulties. Hoggett (2000) reminds us that, however professionally technical and managerial we think we are, emotions and passions lie underneath all our actions. If recognised, this does not have to be a problem; indeed if brought out in the open and properly harnessed, emotion and passion can lead to enhanced drive and creativity in group actions.

Although a multi-agency partnership is an 'occasional team' it will still experience similar processes as those of a more intensive group. As a useful mnemonic, the life stages of a group can be categorised under the following headings:

Forming-storming-norming-performing-reforming/mourning

Stage 1 represents 'coming together', the stage where the team or group is 'forming' and members are concerned with who's who and where they fit in. Typical group process signs may include selfconciousness, stilted interaction, enthusiastic suggestion and perhaps some hanging back. Depending on the personality of the individual (extrovert/introvert) the insecurity of being in a new milieu can be expressed through "acting out" and over-dominance of proceedings or virtual withdrawal from group interaction. This stage can be considered as a 'settling in', or acclimatisation period where 'work' achievements are limited, as participants get a feel of the context and purpose of the group.

Stage 2 can be quite lively and hence is known as the 'storming' stage, where ideas are explored and disagreement is likely. It is the time when the team members explore agency similarity and difference and try to work out how they can best function together. During this phase things may begin to happen and the team may achieve some early results. But it can also throw up some seemingly intractable differences in attitude or modus operandi. These differences should be thrashed out, rather than buried, if effective collaboration is going to be achieved in the medium to long term.

Stage 3 sees some sense of normalisation beginning to appear and thus it is known as the 'norming' stage, with the group maturing and showing a more confident, relaxed and purposeful atmosphere where participants are

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[3] Douglas, T (1976) 'Groupwork Practice'. London: Tavistock

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familiar and concerns revolve around agreeing targets and goals. "Norming" also refers to agreeing acceptable groundrules and behaviour within the group (after the previous stormy phase where people were still jockeying for postion and a normative benchmark had still not been establsihed. This is the stage from which real task centred activity can commence.

Stage 4 is where the group is settled enough to be able to start "delivering the goods" and is thus known as the "performing" stage. It is important that monitoring systems are in place by this stage, so that what the group is supposed to be doing can be checked and recorded for later evaluation and revision.

Stage 5 is the ending or reviewing stage. Participants review progress, celebrate achievements, tie up loose ends and explore future possibilities of reforming and, if so, what shape that might take. Sometimes known as the 'mourning' phase where achievement is tinged with a degree of sadness.

Roles

Success within the group is also determined by the key roles that individuals play. Meredith Belbin [4] and colleagues suggested "Nobody's Perfect – But a Team Can Be" and through their Effective Teamwork Inventory, identified the characteristics of the individuals who make a crucial difference to teams and gave them descriptive terms which typify their contribution. The Inventory permits teams to identify the roles of the participants and range of functions, through the coordinator (chair) to individual contributors such as motivators (shaper), creative input (plant), researchers (monitor/evaluator), networkers (resource investigator) and workers who ensure tasks are undertaken (company worker), support for the team (team worker) and task completion (completer/finisher). The ideal is to have a balanced spread of these roles within a team, as they tend to be complementary. If it is found that nearly everyone is inclined to be a completer or a shaper, for example, the group may be dysfunctional. Either some participants will consciously have to change the way they behave (sometimes difficult) or the membership of the group might have to be adjusted.

If a group wishes to further explore the psychological arena, the Myers Briggs Personal Style Inventory (see Bayne 1995) can identify participants general orientation to the world, their perception process and decision style and their attitude towards life. It helps to identify interest areas, how Information is filtered to assist the decisions making process and the predictability of behaviour.

These, as well as other useful team-building and clarification exercises, can be undertaken as training or 'away day' familiarisation and planning activities for multi disciplinary teams to clarify roles and identify deficits.

The Right People

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[4] Belbin R Meredith (1981) Management teams – Why they succeed or fail. Heinemann, London

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Partnership-speak often refers to resistors and champions in relation to the behaviour of people engaged in a joint initiative. So who are the right people? Are they born or made? This is a question often asked by committed and enthusiastic collaborators. Little research has been undertaken in this area. However a recent review (Williams 2002) of the existing literature, backed up by an empirical study using surveys and interviews to identify competencies, makes interesting reading. Williams uses the term 'boundary spanner' to describe the kind of person who is ideal for a partnership because he/she is able to span the boundaries of their own discipline, thus empathising with others and being comfortable with different points-of-view. The "boundary spanner" or competent collaborator, displays 'a bundle of skills, abilities and personal characteristics' (op.cit.). Although by no means comprehensive this evolving research would indicate that 'prominent in the emerging framework are the building and sustaining of relationships, managing within non-hierarchical environments, managing complexity and understanding motives, roles and responsibilities'(op.cit.). Furthermore, intimate experience and knowledge of all the participating agencies is an advantage - a veritable "jack of all trades".

Common Task: Hindrances

It may seem strange that agencies, for whom co-operation is an imperative for success, can so often fail to work together successfully. We need to understand why there is less co-operation than we would hope for or expect. Those who have systematically observed inter-agency relationships and the testimony of those who have been involved in them, point to many instances of *resistance* to collaborative action. That resistance can be seen to exist both at the level of the individual and at the level of the organisation. There are a variety of reasons for this. Sometimes individuals feel that collaboration with an outside agency can undermine their power or autonomy. In some cases, managers have doubts about the competency of another agency. There can be clashes of interest, reflected in disputes about confidentiality, differences in working cultures, values, principles of practice, roles and responsibilities and professional standards. There can be differential powers, issues of status and attitudes about seniority. These can stem both from individuals and from institutional processes within organisations and professions. Barriers are erected around organisations to serve a variety of purposes, one being to secure the identity and power of that body; another being a concern to protect budgets and maintain financial autonomy. These barriers all serve to limit and retard joint operations and partnered approaches.

Edwards (1995) has argued that there are four groups of problems confronting multi-agency approaches to crime prevention: funding, organisation, participation and evaluation. Local crime prevention initiatives must, in the absence of much mainstream resourcing, rely on a plethora of sources of funding. Hence, the distribution, focus and quality of schemes reflects the patchy, episodic and supplier-driven nature of the available funding. He comments that '*Turf wars between these different agencies over the control and deployment of resources, a long-standing feature of British government, present a formidable challenge to partnership administration*' [ibid, p 42]. Participation in and commitment to multi-agency schemes can be erratic, particularly where priorities and performance indicators are imposed on agencies by Central Government or driven by extraneous forces. Edwards concludes his analysis by arguing that 'tensions within and between the issues of funding, organisation, participation and evaluation need to be confronted if crime prevention partnerships are to be sustained' [ibid p 42].

A major problem is that benefits to one agency or department may be dependent on investment (time or financial) by another agency or department who may actually lose out in terms of targets and outputs as a result of this investment. A classic example is that of truancy and school exclusions. The criminal justice system would have to cope with less petty crime and vandalism if fewer children were out on the street because they had been suspended from school or were playing truant. On the other hand, keeping "difficult" children in school is very resource intensive for schools and is likely to lower their overall educational standards, and hence league table position, and subsequent popularity amongst choosy parents. A couple of solutions to this problem of benefits to one agency being dependent on "loss-leading" investment by another would be: pooled or ring-fenced partnership budgets, or alternatively, measuring the success of agencies through their contribution to wider quality of life improvements to the communities they serve, rather than narrow departmental targets. Unfortunately the current structure of local and national government militates against both these solutions.

Communication and the use of jargon can effectively scupper some relationships, as George Bernard Shaw so effectively pointed out *"the major mistake in communication is to believe that it happens"*. Sometimes non-communication and jargon are deliberately used by professionals to exclude and disadvantage some of the collaborators, particularly lay people and representatives from community organisations.

We can refer to concepts such as *ideologies*, *value systems* or *professional practices* in our analysis of why people and organisations fail to work harmoniously together. Each organisation jealously guards its knowledge, expertise and information from encroachment by other organisations, in order to maintain its professional status. Indeed by their very nature professions are exclusive – you can only call yourself an architect or doctor if you have a certificate to prove that you have acquired a particular set of knowledge, skills and ethics that differentiate you from the general public. *Autonomy* is another quality that is jealously guarded by the various professions - a professional should be able to make a decision without having to refer to others outside his/her profession. This runs absolutely counter to the partnership approach so, to make a professional job of collaboration, participants may have to be less beholden to their professional ethics! Indeed, as discussed under "boundary spanners" earlier, the most valuable people in partnerships are often those who are prepared to look and operate "outside the box" of their own profession. These people can, importantly, make the connections that bridge the silos of departmental and compartmentalised action, to create the synergy that is the true value of multi-agency intervention.

Power

There are a number of other explanations of why agencies that need to work together to achieve a collective impact on a common problem frequently fail to do so. One explanation of this failure is that co-operation requires a sharing of power, but organisations and the individuals that drive them are reluctant to share their power with those in other organisations.(See Knights & Willmott 1999). For example, Crawford and Jones (1995) identify "power as the central aspect in the study of inter-agency relations. Our own research confirms the primacy of power relations in inter-agency work...'. They believe firmly that 'deep structural conflicts' and 'structural power differentials' exist between organisations. Not all power differentials lead

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automatically to conflict; nor does conflict always spell disaster. In some cases, conflict can be productive rather than counter-productive. It can be the leaven in the bread. For Crawford and Jones, power can be both 'enablement and constraint: productive as well as divisive' [ibid.]. Despite the ups and downs of power and conflict, multi-agency groups can win through and get things done.

However, power plays are as likely as not, to provide barriers and resistance to multi-agency initiatives. Several authors who have written about group and social processes have used the concept of power as both a description of the dynamics of organisational relationships and as a means of analysing those dynamics (Lukes 1974, Clegg 1989, Boulding 1989). According to Lukes, some power is visible and can be challenged, in other cases it is visible yet there are no apparent means of challenging it and in yet other cases the power is invisible even though it is having an influence. A person can wield power on the basis of their: status, access to resources and information, expertise, charisma or the delegated power bestowed on them from their agency or department. Often power differences are seen to result in conflicts, over values, knowledge, ideologies, the exercise of legal responsibilities, professionals' roles, expertise or competencies and the resources for which local agencies often compete. Alternatively, a well functioning partnership can generate its own power (the notion of synergy) by, as Huxham (1996) notes, "creating collaborative advantage."

Power as the "*capacity to achieve outcomes*" (Giddens 1984) is the key issue – suggesting that power does not necessarily have to be oppressive; indeed a multi-agency group with power would be ideal, if that means it can achieve desired outcomes. Giddens notes that power can sometimes be vested in the structure of a group or organisation and sometimes in individuals. Power can ebb and flow between the structure and individuals operating within that structure and, depending on particular dominant issues at different times the balance of power can move around between individuals within a group. For example, if reducing drug addiction becomes the major concern of a community safety partnership (because of the need by addicts to steal in order to buy drugs) suddenly health workers may find themselves in a powerful position within the group, when previously they had been on the margins.

Roles and Responsibilities

Failure to work together can often be traced back to a lack of understanding of roles and responsibilities among the agencies involved. People who have worked together for a long time think they understand what other agencies do and they harbour received wisdom about other agencies. It often happens that the person who attends inter-agency meetings is not the person who delivers the service. This is especially true in areas where contracting out and service agreements have brought about a mixed economy of provision. In the worst cases, a representative is sent to join a partnership team with implicit instructions to defend the autonomy of the home agency. They are there to represent the agency's position rather than to join a team with a common mission. In order to overcome these problems, policy statements and protocols are sometimes used to spell out the roles and responsibilities of each agency so that these are clearly understood by all those involved. These procedural guidelines set out what each agency must bring to the partnership and under what circumstances they would have to withdraw because of conflict. Another way is to *second* personnel to partnerships so that while they are there, they are working for the partnership rather than their source department. The collaboration should consider joint policies and practices to which they can all agree.

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Structures

Another explanation of failure is that the initiative was poorly organised or that the structures for its planning and delivery were not correctly established. It follows from the importance placed on *structure* by the Morgan Report, that if a crime prevention strategy is not thoughtfully planned and organised, then there will be increased opportunity and potential for conflicts of interests and misunderstandings between the partner agencies. Power conflicts can be seen as a symptom (rather than an explanation) of structural weaknesses in the way that local initiatives are organised. Power conflicts can be created by poor management. In some cases this can be due to a failure on the part of managers to deal with formal and informal practices; they have left practice in a muddle by failing to formalise some informal practices or have tried to unnecessarily formalise effective informal practices. Alternatively, managers fail to delegate power to their subordinates who sit on inter-agency groups with the result that they are unable to make decisions without referring back to those who really hold the power.

Resistance.

Despite the different interests and the unquestioned commitment to power that organisations exhibit, co-operation nevertheless does take place in localities. Police officers are seen talking to or working with, local government officers, youth workers, representatives of various voluntary bodies and members of local community groups. But this can come at the end of a process of resistance to doing so at all. There can be a resistance to going beyond certain boundaries. Some agencies can exclude some groups who are not seen as having acceptable credentials, so that co-operation takes place between an "in-group" of professionals but not with non-professionals or others deemed to be unqualified outsiders (such as residents or young people). Local people often know far more about an area than professionals – there is an old Polish proverb that says "Ask the patient, not the doctor".

Resistance can arise from having the wrong individuals in a partnership group. As the previous paragraphs highlight, effective groups need people with open minds who are prepared to think and act beyond their professional and departmental horizons. If participating agencies do not regard the partnership as a high priority they will probably send a bureaucratic "drone" as their representative, rather than a high flying "star". Even if they send a high flyer, such people can be perceived as renegades or too hot to handle, so they may not stay for long, particularly if their contribution is not valued.

We must always be careful in this analysis to distinguish between what individuals do (police officers, council officials, voluntary agency workers) and what their organisations do (police forces, the Council, a voluntary agency). Whilst the individual and the organisation are inter-related, one individual does not always represent an entire agency. Individuals can have quite extensive freedoms of action. We have already considered this dichotomy in terms of official and unofficial, formal and informal modes of action.

Senior officials within organisations or leaders of community groups can set up formidable barriers to co-operation. These barriers are erected on things like: fear and mistrust of another agency (e.g. police), lack of respect for another group's way of doing things (e.g. youth workers), prejudice (e.g. against an ethnic minority body), unwillingness to confer respect or

credibility (e.g. a community group), conflicts over resources, protection of professional territories ("turf wars"), conflicts over professional ethics, "confidentiality" and many more. Removing these barriers is an essential pre-requisite to achieving the aims of a partnership. The "Force Field Analysis" model (see Bowman 1990) suggests that there are three equally valid ways of overcoming the problem of barriers, so that you can get to where you want to be: 1 increase the pressure on the barrier, 2 reduce the resistance and 3 find a way round the barrier.

Summary

There are many negative perceptions of the multi-agency approach.
Because of these resistances, barriers, power struggles and conflicts, multi-agency strategies can fail or be ineffective. Some critics, such as Sampson et al (1991) or Yanay (1995), have perceived sinister aspects to multi-agency strategies, depicting them as coalitions of the state against the poor or disadvantaged. Practitioners sometimes dismiss them as "talking shops" that rarely ever achieve anything practical. A multi-agency group can impede progress, dampen enthusiasm and create a debating chamber that diverts attention away from the need to take action. Multi-agency initiatives can be burdensome, taking up a great deal of time and energy in overcoming conflicts, dissipating effort in self-maintenance and becoming an end in themselves rather than vehicles of change. All of these critiques can be found in the literature and in localities. Some are easily dismissed as figments of people's imaginations but others are more credible and point to genuine bad practice.

These initiatives fail for a variety of reasons. As Adair (1986) has shown, effective teams need to address group issues and individual needs as well as the task in question; indeed it is unlikely that much progress will be made in achieving the task of the partnership unless individuals feel fulfilled and the group dynamics are flowing positively.

Gathering a number of organisations together to tackle a common problem or set of issues requires considerable skill and commitment on the part of organisers. There must be a commitment to overcoming the barriers discussed above. Crime prevention is in itself a complex and demanding pursuit. To engage in multi-agency crime prevention is doubly difficult. Asking why schemes fail is similar to asking 'what works?' The 'what works?' question crops up time and time again in all parts of the criminal justice and crime prevention arena. (See for example Sherman 1997, Graham 1998). Sometimes failures stem directly from loss of resources and short contracts: grants come to an end, a source of funding dries up and 'key players' move on - much of the work carried out in crime prevention schemes is dependent on such short term resources.

Common Task: Facilitators

We have so far put forward a view of multi-agency partnerships in which joint working is an imperative, but in which there are problems and difficulties that at times make the task of collaborative action seem almost impossible. Yet, there are many examples of successful multi-agency initiatives.

What methods can be explored and identified for promoting multi-agency approaches? In this section we look at methods and approaches that can aid the development of effective multi-agency interventions. These include:

- Auditing - the gathering of detailed information and organising that information so it can be accessed.
- Analysis - taking the results of the audit and using them to make informed decisions and formulate action plans.
- Training - making joint training a priority and valued experience so participants can become better informed as to the roles, responsibilities, cultures and constraints of their partners and their agencies.

Auditing

An Audit is an information gathering exercise. It involves both hard and soft data, statistics and descriptions, fact and opinion, text and pictures, surveys and statements. It results in reports, profiles, catalogues, summaries, fact sheets and digests.

One of the starting points for a local crime prevention audit is finding out what the current situation is. How do we do things currently? Information is a key resource in crime prevention work. All kinds of information could be needed, even notes about the roles of individuals within an organisation. An audit is a way of gathering and structuring a wide variety of facts and figures about a local area - not just what crime there is in that area but what each agency is doing about it. Some audits will want to deal with broader issues and concerns in the community safety arena. The audit should produce a pool of information that can be drawn upon by all the agencies and groups involved in the preventative strategy.

Audits tend to take a 'snapshot' of the area as it is at one moment in time. Where possible however information should be backdated over two to five years in order to help identify trends in crime, previous initiatives, what lessons have been learned, flagging up strengths and weaknesses, successes and failures of past and current initiatives. Once information has been gathered it needs to be evaluated. This process is one of digesting experience and learning from what has gone on before. Both the current and previous experience of crime prevention and community safety initiatives can benefit from this retrospective analysis. Strengths and weaknesses of various initiatives can be identified, successes and failures can be analysed to see what is indicated about good practice.

Having audited the current situation, we are in a strong position to plan for the future. Having seen where we have been with local initiatives and where we are now, we can begin to discuss where we need to get to over the next three years. A well constructed audit provides a solid information base for constructing forward plans and future strategy.

Working with audits as a method sharpens and focuses the awareness and understanding of issues. But information alone is insufficient to form a workable basis for tackling the problems and challenges of multi-agency working. However, by analysing the audit and translating it into an action plan, it does provide a foundation on which we can build.

Analysis

Once we have established our information base on the locality and its past, present and future crime prevention initiatives, we can identify and agree tasks that need to be undertaken in order to drive forward our common purpose, and identify who takes responsibility for completing the action. This should form the contents of the action plan that should include short, medium and long term goals and yet remain flexible enough for modification as practice develops and is reviewed.

We can then turn our attention to the agencies that have been brought together to plan and deliver the local strategy. The relationship between these participating agencies can be explored further by looking at the level of collaboration between them across organisational functions (planning, policy and operation/ practice) by using the Collaborative Grid (see later). In what follows we are primarily concerned with the key agencies that will be the stakeholders for the crime prevention initiative.

What is set out in this section on analysis is a provisional method for planning a local initiative and of dealing with some of the organisational problems that could or do arise, in order to prevent some of the failures that are likely when several agencies set out to work collaboratively. Some of the ideas can be incorporated as both short and long term aims within agreed action plans.
In order to understand past events and current relationships it can be useful to 'map' the circumstances that brought the agencies together. This should be reflective and can clarify agency roles, responsibilities and limitations.

Agreement and investment

Success depends on agreement over certain working rules and an investment in the positive outcome of the venture. A *mandate* is what an agency gives to a group to undertake some work; it is a combination of permission to act, specification of what broadly speaking needs to be done and some form of empowerment to get on and do it. If an agency is fully committed to a scheme then it is said to *own* the scheme (in common with the other partners that are involved) and, if all goes well, will also feel a *sense* of ownership and reap the benefits of the outcomes. Ownership means that they will also need to take responsibility for resolving difficulties and obstacles. The stakeholders are those agencies that have an interest in the success of the scheme because they share the common problem and are committed to the strategy for dealing with that problem.

Training

Many of the difficulties associated with collaboration can be ironed out through appropriate training between partners. However training is currently given low priority for reasons of time and resources and also because some professionals and elected representatives regard themselves as being so skilled that they do not *need* further training. However any collaboration is a long term and complex project and the successful outcomes would need to include a planned and relevant training schedule. One way round this resistance is to describe the training as staff or participant development. Although the training task should be relevant, it is the *process* of the training sessions that pays the dividends. Opportunities to 'get to know' partners

in a neutral environment can deepen understanding of values and professional function and subsequently provide a positive effect on the working relationship. It can provide motivation and momentum for the initiative. This should be considered at the outset of the collaboration when planning is discussed and agreed.

Summary

Successful collaborations are based on a sound knowledge base, enabling informed decision-making through comprehensive audit and analysis. This permits targets to be set to subsequently demonstrate achievements and aid momentum. Through the process of specific training, understanding can be gained about the constraints and working practices of each agency.

Grid Analysis, a Framework for Collaboration

Inter-agency collaboration is not a simple, monolithic phenomenon. Nor is it only about personal interactions between individuals. Individuals from a variety of agencies can and do have day-to-day dealings but this does not constitute formal action between organisations. Only when those interactions are recognised by, and mandated through, management channels can it be said that *agencies* are interacting in a full and formal way (as discussed in the earlier section on *formal and informal collaboration)*

Levels of Collaboration

Collaboration can refer to both the process of engagement between the agencies and to a positive form of working in association with others, both individuals or organisations, towards some mutual benefit. Consequently it may be described as having a variety of levels or intensities of engagement and these are outlined in figure 1 below. (Levels 1,2 and 3 are informal while levels 4 and 5 are formal.)

Figure 1 Collaboration Grid Analysis		
Operational level	**Individual agencies**	**Schemes or initiatives.**
1 **liaison** informal	Contact between individuals, ad hoc exchange of information. Activities are carried on unilaterally, but the agency may consult with others	Most contact arises out of case work, is informal and is between individuals. Absence of any collaborative schemes, but may be some consultation prior to implementation

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2 **co-ordination** informal	Activities begin to be modified in relation to those of other organisations.	Informal arrangements rather than schemes. Activities slightly less unilateral. Action is co-ordinated with the actions of another agency, if only partially.
3 **co-operation** informal	Contact between people acting on behalf of the agency. Possibly a joint committee or working party is set up. Managers begin to lay down procedures governing inter-agency contacts.	Less informal, more formal. Some degree of management recognition that this is happening. The contact has a degree of official blessing As co-operation develops, agencies begin to adopt policy positions.
4 **partnership** formal	Two or more organisations agree to work together through a project or scheme. Now the organisation, rather than its individuals, is working with other agencies.	Formal recognition and stated agreements. Management mandate to officers to participate. Some degree of policy adjustment, perhaps resources are given or shared.
5 **consortium** formal	Several agencies formally working together to provide a service to an area, support a project or scheme or to comprehensively co-ordinate and plan their operations with reference to each other.	Contributions to the consortium are written into operating procedures, staff can be seconded to work on a scheme or project, formalised management arrangements, scheme objectives expressed in the plans and performance indicators of member agencies. Schemes are fully multi-lateral.

At levels 4 and 5, the partnership and consortium stages, we see the emergence of formalised inter-organisational activity, managed and monitored. The whole becomes more than the sum of its parts, thus achieving "collaborative advantage" (Huxham 1996). Level 5, the consortium stage, is the most sophisticated and offers the biggest challenge in terms of transformed working practices. In the public service arena, few areas reach a true consortium model although, since the British Crime and Disorder Act of 1998 there are many areas in the country that claim to have partnerships involved in delivering a crime prevention and community safety strategy.

These diagrammatic stages are ideal types; often reality is more complex. Some aspects of an organisation can be at one stage whilst other aspects can exhibit different stages. Police work on domestic violence or child abuse, for example, can be highly collaborative, with police officers working closely with social workers and counsellors, whilst other work, for example drug raids or robbery reduction, can be almost completely unilateral, within the same force. Similar

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contradictions can be found within local authorities; because such organisations are not monolithic. Collaborative action can have champions and resisters within the same organisation. We need also to look at the organisational and management functions that are involved in that inter-agency arena.

Organisational Functions

What we have been considering is a continuum of increasing collaboration, expressed through five discrete paradigms representing major stages in the growth of mutuality of action. To function effectively the multi-agency group should operate as a coherent organisation in its own right. There are interrelated processes that all effective organisations need to establish. These can be expressed as in figure 2.

Figure 2	
Policy	Policy is about the mission, goals, principles and values of an organisation. These give the organisation identity and purpose.
Planning	Planning is the process through which the policy of the organisation is turned into: schedules of activities, methods of service delivery, procedures and a host of management arrangements.
Implementation	Implementation is what an organisation actually does on a day to day basis. It results from planning. It is a series of activities, procedures, tasks, projects, schemes and outputs.

These basic functions can be further subdivided in a number of ways. Policy, for example, can consist of general statements of policy, mission statements, equal opportunities policies and so on. Planning likewise can be subdivided into generalised action planning and specific operational plans. The planning and implementation functions constitute the various *strategies* devised to deliver policy.

Crime prevention initiatives need to be planned both as a whole and in terms of each of the contributing agencies. The importance of planning within agencies can summed up by this quotation, taken from a police source:

" If the partnership approach is to be fully integrated into policing practice then it must be firmly established and accepted within existing planning processes. Without this, crime prevention and community safety will remain specialist subjects and the work of strategic crime reduction and sector working groups will be divorced from mainstream policing" (Metropolitan Police 1993).

At the time of writing, more than ten years after that statement and despite political pressure to mainstream it, crime prevention is still a comparatively marginalised activity in many police forces. The situation is not much better in many local authorities, where the activities of some departments (eg: closing youth facilities or excluding problem children from schools) actively militates against the policies being espoused by the community safety unit.

This would not be so much of a problem if partnership working was just about a bunch of people from different agencies and disciplines delivering a group project. This will be part of the output from a partnership to the communities it serves, but a large amount of delivery of community safety improvements will still have to come directly from the various participating agencies (Diagram 1)

Diagram 1
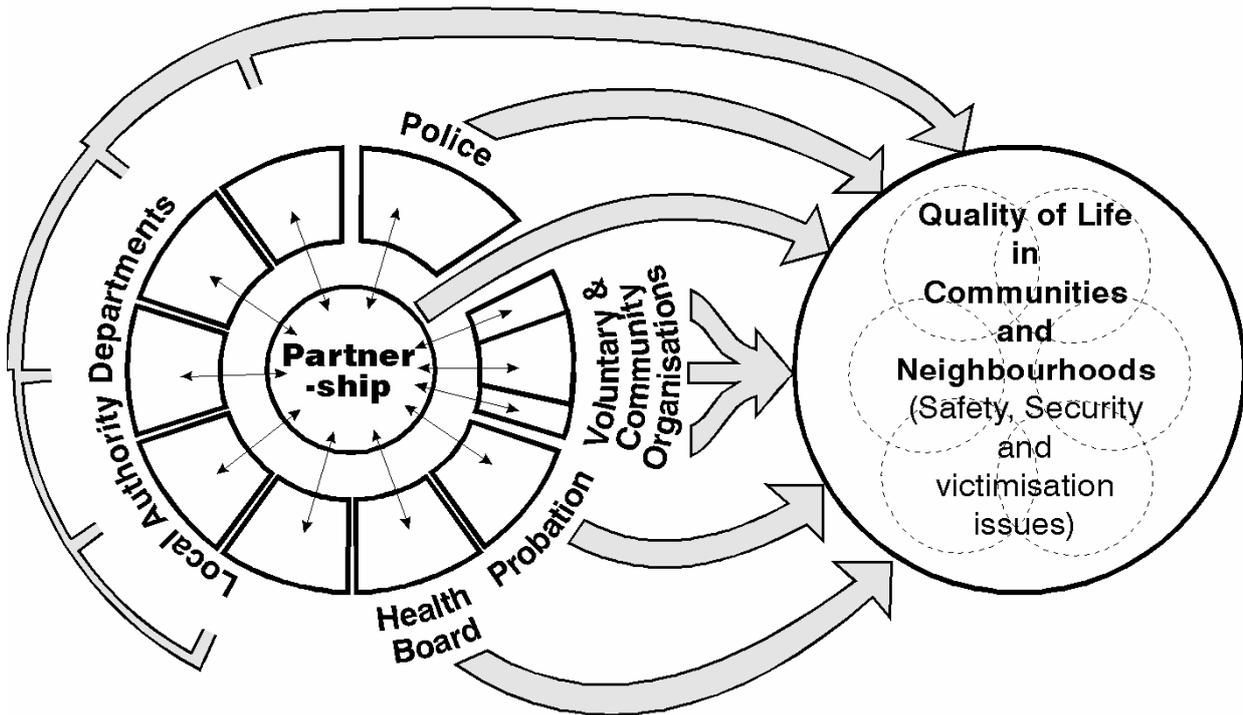
To varying degrees, most partnerships are still beholden and accountable to the central administrative, management and financial systems of the various agencies and departments represented. So, however good a partnership working arrangement may be, the centres of the various agencies are still crucial in delivering a range of direct services that will help to create and support safer communities, so they may need to change some of their policies and practices to facilitate this. The small bi-directional arrows in the diagram indicate that a partnership will, in many cases, have to spend as much effort on ensuring that the various agencies deliver appropriate and co-ordinated services as it does on delivering services itself.

We can now relate levels of collaboration to organisational functions and note that the various levels that characterise increasing degrees of conjoint, collaborative working are reflected in the three major functions of organisations.

Figure 3 shows how the grid can be developed to log the characteristics of increasingly mutual policies, plans and implementation. What must be born in mind is that the degree of contribution to a crime prevention initiative might still be different for each agency and this is likely to be true for the larger multi-agency groupings.

Figure 3 Grid Analysis			
LEVEL	POLICY	PLANNING	IMPLEMENTATION
1 LIAISON informal	Unilateral policy formulation.	Unilateral planning on the basis of ad hoc shared information	Informal liaison and sharing of information amongst practitioners
2 COORDINATION informal	Some discussion of goals and roles and boundaries.	Bilateral planning – agencies begin to refer to each other more frequently	Actions taken independently but with some prior references of particular issues and problems. Some joint actions over specific problems or projects
3 CO-OPERATION informal	Broader discussion of goals, roles, responsibilities and priorities. Involvement of management	Sharing of planning proposals, enhanced degree of cross referencing of plans	Systematic sharing of information. Sharing of resources on joint projects.
4 PARTNERSHIP formal	Joint statements of policy formulated by partners acting together. Agreement about the resource requirements of the scheme	Joint planning with a high level of mutual consultation. Agreement on who resources which part of the plan.	Joint practice framework. Some secondment of personnel. Shared resources or programmes. Usually 2 or 3 agencies.
5 CONSORTIUM formal	Multi-lateral commitment to a common policy plus each agency policy framed in reference to the corporate policy. Collective	Multi-later planning procedures, shared formulation and management of action plans. Joint allocation of pooled resources.	Multilateral action plans agreed on the basis of collective plans and policies. Some common programmes and fully negotiated roles and responsibilities. Dedicated budgets.

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	commitment to providing resource requirements.		

Troubleshooting

The grid analysis (figure 3) can provide a starting point for addressing the problems that confront multi-agency schemes.

The grid can be used to get a general picture of the extent of an organisation's collaboration across a range of levels, functions and agencies which would clearly illustrate areas of strength and weakness for that organisation. It's also a tool to establish what types of organisational issues and functions lend themselves to collaboration and those that don't.

Being able to clarify and 'pin down' the level of collaboration from each agency and then assess the appropriateness of that in relation to achieving a successful multi-agency crime prevention programme is important for analysis and review. This can be done in general regarding an agency's level of contribution to the multi-agency model but also regarding specific projects. Using the grid as an analytic tool this provides a neutral method to get agencies to recognise and assess their own contribution and whether it is sufficient to achieve the desired goals.

A common problem that inhibits collaboration is that of boundaries around individual agencies. Each agency has its own set of responsibilities and roles but in some cases there can be overlaps, with two agencies trying to carry out identical or similar tasks. In other cases, two or more agencies need to tackle the same problem but from different angles. Multi-agency working can be a minefield. It is inevitably a complex process. How can a common purpose be developed? Our formula includes:

- Careful planning and preparation
- Having a clear and authoritative mandate
- Promoting and managing effective working relationships

Planning and Preparation

Properly planned and prepared partnerships, although more time-consuming in the early stages, are more likely to be successful than if a group of people rush blindly in. For the sake of inclusiveness or spreading liability, it is tempting to invite the largest possible number of stakeholders to the collaborative table. But there is a danger that too many organisations are initially signed up to the collaboration. Not all organisations need to be involved all of the time. Some of the more marginal stakeholders may, for all intents and purposes, withdraw from the partnership, if most of the business of the group is going over their heads and is not engaging with them. Auxiliary interests or those with more specialised involvement may need to be involved on an ad hoc basis, comprising specialist task groups, which are brought together as issues arise which need to be addressed and resolved.

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Selecting and working with information is of considerable importance in the planning process. A steering group, in setting up a multi-agency initiative, needs to ensure that there is ownership of the scheme by its stakeholder agencies. If the vision of what the group is about, is not shared between the various agencies, then progress will be difficult. There may need to be an early "truth and reconciliation" meeting, when representatives of the key agencies honestly express their differences to see if a compromise can be thrashed out. This resolution of conflict should prevent some agencies operating within the group with covert, subversive agendas.

The choice of group to service multi agency partnerships is important. Servicing groups (or secretariats) are very powerful bodies and they can make or break a multi-agency initiative. They need to be able to follow-up decisions to make sure they are implemented and not just forgotten. They have to be able to exercise leverage within all of the agencies involved in order to ensure that the end results are delivered.

Promoting and managing effective working relationships

As we discussed earlier, power relationships are very important to both organisations and to the individuals who work within them. The risk is that *'In a multi-agency (crime prevention) context this often involves the ability of different organisations and actors to impose their definitions of a situation upon others and to realise their strategic interests.'* [Crawford and Jones, 1995 p 20]. An example of this would be a Police Force defining juvenile crime as being bad behaviour and asserting a punitive response requiring a key role for the police. This would be imposed on youth workers who would define juvenile crime quite differently and hence requiring a different set of responses in which tough policing would be less than prominent.

Multi-agency groups frequently get into arguments about priorities - which of the many specific problems they have to deal with are the most pressing - and powerful agencies are those that can impose their priorities over others.

Those preparing and planning multi-agency initiatives might well spend some time carefully analysing and mapping the capacities and priorities of the involved organisations. Past conflicts need to be identified as they can influence the relationships between agencies in the current situation. If we can predict where power struggles and conflicts are likely to arise in advance, then we are more likely to prevent them from becoming barriers.

From the big picture perspective truancy, a priority for education, becomes a priority for the police and social services when it is realised that lack of structure and drift for young people can make them vulnerable to other situations that could involve other agencies. Similarly homelessness may appear to be a housing department priority in the short term but it has long term ramifications for the police, health, social security and employment services. Misuse of drugs is currently seen primarily as a criminal justice priority, with more and more resources being ploughed into a "war" on drugs, when arguably, a partnership approach between health, social work, education and employment training might achieve better results, in terms of less crime and victimisation.

Innovation and Securing change.

Multi-agency strategies frequently require change through reassessment of roles or innovation[5], sometimes described as *transformation*. Agencies that have been used to working unilaterally find that they have to change the way they do things in order to accommodate the contributions of other agencies in the scheme. However, change can be superficial and once the pressure is taken away, it is all too easy for people to slip back into previous practice. Resistance to change is a perennial feature of adult human behaviour – people will only change willingly if they can envisage that, after the transformation, their situation will be better. Therefore stressing the benefits of collaboration in terms of enlightened self-interest is likely to achieve more durable transformations than merely putting pressure on people or agencies to change their ways. Often partnerships will involve more work (especially meetings), more delays and less control, so the long term benefits of synergy, cost-saving and less aggravation will need to be reiterated. It will be important to make some "quick wins" if possible and to celebrate success when it happens, in order to keep people and agencies motivated.

Monitoring and review play their part in watching for signs of recidivism amongst inter-agency groups. If a real change in the culture has been achieved, back-sliding is less likely to happen because people not only behave differently, they think differently about the task they are involved in and adhere to a new set of values. This approach should improve consistency and the quality of service provision as well as influencing the practice of the parent agency.

Quality Management Approaches

Public organisations are now increasingly concerned about the quality of the services that they provide, particularly in Britain, where the Government has introduced the notion of "best value", whereby public agencies are expected to do more than just provide services as cheaply as possible. A good quality service, like a quality product, should be: well designed, durable, sustainable, understandable and satisfying to the customer or beneficiary (in our case the general public or particular groups of service users). Quality assurance and management have long been applied within single organisations. Recent work on quality in organisational settings demonstrates that quality techniques can also be applied to multi-agency settings. Whilst the quality management approach is generally useful in improving the output of an initiative, it can also be used to sort out problems that occur, including differences of opinion, conflicts and resistance between organisations.

Total Quality Management (TQM) is one well-established mechanism that has been used in industry and commerce, for developing the following:
1. Shared objectives (mission)
2. Agreed area of responsibility (for delivering the mission)
3. Clear lines of accountability
4. Robust feedback loops, so that experience can inform future policy.

Rounthwaite argued that multi-agency service provision could be delivered within a Total Quality Management (TQM) framework. It was important to *design* multi-agency partnerships and in doing so the principles of TQM might be used [Rounthwaite, 1993]. The question of quality must be addressed across all participating organisations [Rounthwaite and Shell, 1995].

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[5] Smale,G (19) Managing Change Through Innovation, Brown

Quality issues must be addressed both within individual organisations and within the multi-agency scheme as a whole.

Quality management techniques traditionally rely on the end-user, the consumer, being able to express what for them are the key qualities of a service. Examples of this would be shorter waiting lists for operations within the NHS or hostel availability for homeless people. Problematically, in crime prevention, the general public is the end-user of a scheme that is an abstraction. They are in effect benefiting from something that did not happen (i.e. crime). They are not in the same position as they are when they are service users (e.g. using a swimming pool or library). Hence, there need to be proxies for the consumers of crime prevention, those who have a stake in the outcomes of such schemes. The residents or other users of an area can be surveyed to find out what for them are the key outcomes of any prevention scheme. If all the agencies are committed to service-user evaluation, then it should not be difficult to incorporate a quality management approach. However, as Rounthwaite has pointed out, agencies in an area can exhibit uneven development [Rounthwiate, 1994]. This uneven-ness can itself be a source of conflict and barrier to progress.

Maintaining momentum and direction.

Like many human endeavours, time can have a detrimental effect on multi-agency initiatives. Schemes that get off to a flying start can, after a period of intense activity, find themselves "burning out". Crime as a problem has been reduced but is still there; there are always new problems that have not yet been tackled. Partnership groups can easily get lost in the complexity of their task and lose their way. This can partially be avoided by careful planning and by starting with a clear strategy that will allow action to be scheduled, monitored and reviewed by incorporating short and long term goals.

Policy formulation and strategy development necessitates research, information gathering, monitoring and analysis. This can be a time consuming process which leaves eager representatives flagging while they are waiting to get on with some action. Short term tasks should be incorporated into any corporate action plan, which, when achieved, can demonstrate progress, enabling all participating agencies to feel a sense of accomplishment and advancement.

Once a scheme has been established it must be maintained and the task of keeping a complex, multi-agency scheme moving and in the right direction will be facilitated by motivational leadership, proper resourcing and clear, achievable targets. There should be a workable equation between the objectives of a scheme and the resources available to secure those objectives. Too often schemes have set impossible goals or too many targets and priorities have been crowded into the agenda for the resources that were available. Action plans should allow goals to be translated into sets of objectives and broken down into steps and sets of activities which can be timed and the resource requirements for which can be analysed. Good chairing and an efficient secretariat that does not just record, but prompts, will ensure that the "plan – do – follow through" sequence is adhered to.

Moving together collectively.

We have already referred to Rounthwaite's concept of uneven development, where some agencies are further advanced than others, and the tensions that this situation can create. Clearly in some schemes there are key stakeholder agencies and others who play a less important or more specialised role. For momentum and direction to be sustained, it is important to ensure that each of the key agencies keep pace with each other as far as possible. As suggested earlier, a main core group 'driving' the initiative with specialist task groups convened as and when required, can enable a large and disparate group of stakeholders to move forward collectively.

7   End Phase

From the outset it is important to have clear agreed aims and objectives, 'beginning with the end in mind'. The purpose of this is to ensure that the game plan is understood by all agencies involved and that the dissolution or reforming of the group is the reality of task completion. Short, medium and long term goals will have been part of the strategy. This does not necessarily mean that the group ends but, with the realisation of its primary purpose, the group considers its future. This could involve ending or re-forming with a new set of tasks. This evolutionary process may suggest re-forming with some different participants addressing newly identified tasks, but it is important that the group does not continue for its own sake. Ideally this should form part of a strategy that should incorporate regular reviews to clarify purpose and achievements.

A good evaluation (based on baseline data and regular monitoring of progress thoughout the life of the intervention) will clarify whether the partnership needs to continue under the same "management" or be revamped. It would be most surprising if, after say a three or five year time-scale, that the structure, membership and procedures of a partnership should stay the same. If it was to stay the same it would suggest that either the partnership was still struggling to achieve its aims or it had stagnated. As with individuals and agencies, there is usually an inherent group resistance to change, particularly if this implies that there are flaws within the present group structure. Reforming or concluding therefore needs to be approached in a positive way, for example because sustainable improvements have been achieved or because a reconstituted partnership could make better progress on changed or emerging priorities. If a particular partnership is wound up or certain partners are dropped, it may be necessary to go through a "mourning" process, to avoid future complications or disruption by aggrieved parties. In the case of human mortality it has been found that if individuals are not allowed to mourn the loss of someone they were attached to, by manifesting their grief and going through certain separation rituals, they may display subsequent disturbed or dysfunctional behaviour. In the sense that a group is a kind of super-organism similar "grieving" processes will be necessary to minimise future complications.

8   Conclusions

Multi-agency collaborations do not organise themselves. They have to be planned and implemented by a group of 'influential' people over a period of time. This process of planning is bound to be difficult because of the complexity of the work. Any multi-agency strategy is

bound to be complex - drug misuse, crime prevention, urban planning, any 'wicked issue' whose solution depends on a number of collaborating agencies is, by its nature, complex. However the challenge can be both engaging and rewarding with participating agencies benefiting from the understanding and methodology employed by their contemporaries.

Without a multi disciplinary approach, the effort to resolve any of the 'wicked issues' will be fragmentary and hence of diminished impact and effectiveness. If agencies are to be united together in a concerted and orchestrated approach, then the process of planning and development of a local strategy must be carefully steered and organised. A variety of techniques are available that will assist groups in this task. Some have been mentioned in the body of this text; others are covered in the appendices.

Issues and Dilemmas

In this text we have not shied away from the sheer complexity of partnership working. Although many things can be sorted out to smooth the collaborative process, it is still likely that most partnerships will be less than perfect. There are a number of issues and dilemmas, it is important to be aware of but for which we do not have a definitive answer:

- *Does (group) size matter?* Groupwork theory and practice suggests that the most effective groups consist of between 8 - 12 members. To be inclusive, partnerships usually need to be bigger than this, yet larger groups become unwieldy and inhibit true interaction.
- *How long should a collaboration last?* Presumably partnerships should only last for as long as it takes to deliver their stated objectives, but in reality, with quality of life issues there will always be room for improvement. Reviewing and reforming a partnership periodically will be a chance to refresh and revive the collaborative process. Without this there is a serious risk of "partnership fatigue", leading to de-motivation and dropping out.
- *Do all "partners" need to have the same success criteria?* We have talked about sharing a common vision and goals, but how reconcilable can this be with the specific remit (and statutory responsibilities) of the various partner agencies? There is a risk that finding success critieria that everyone can sign up to lead to the lowest common denominator rather than the highest common factor.
- *Is it alright for a partnership to change its aims and objectives?* If a partnership has been set up to achieve one thing what happens if it becomes apparent that this is not feasible or that other things would be better tackled through the partnership? Sometimes (as in the case of crime and disorder partnerships) objectives are non-negotiable although there should be flexibility in how these objectives are achieved.
- *Should partnerships be based on altruism or enlightened self-interest?* It would be nice to think that participants should collaborate altruistically and selflessly, but why should they? There needs to be some personal or professional pay-off to maintain commitment to a time-consuming and complex process.
- *Do partnerships have to be between equals?* We talked about the problem of power imbalances within a group, but there are different types of power. A chief executive may have more resources to play with but a tenants' leader could have more grassroots power. However, the power wielded by a senior manager of one council department may be seriously out of balance with a fieldworker from another department who has been delegated to attend the partnership.

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- *Is there life beyond partnership?* Multi-agency collaboration can be viewed as the panacea for a vast range of "wicked issues". Yet there may be better ways of doing things sometimes, that involve carefully targeted single interventions. It is important to remember also, that partnerships are not just about "meetings" - there are other ways of sharing information and delivering strategies than by sitting in a room and thrashing things out.

In this text we have sought to identify the key issues and some methods for achieving successful collaborative interventions. Such techniques can be used either individually or together. We have presented some of the key aspects of multi disciplinary approaches as a foundation and starting point for further study. In our experience, too many partnerships exist in name only; this text should help to transform the rhetoric into reality.

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APPENDICES

The appendices offer some supplementary checklists and tools that may be useful in facilitating and reviewing partnership working.

Appendix 1

A list of things to be addressed at the various stages of a partnership's "life" :

1. *(Forming)* Sort out procedures and ground-rules. This might include how the partnership is to be chaired, how action is going to be decided and how people are expected to behave in the group.

2. *(Storming)* Engage in "Truth and reconciliation", conflict resolution, compromising, teambuilding. These are all activities aimed at resolving the inevitable tensions and unevenness, that could impede the later functioning of the partnership.

3. *(Norming)* Agree aims, vision and targets. Define intended outcomes so that monitoring mechanisms can be set up to aid future evaluation and review.

4. *(Performing)* Put delivery mechanisms in place (delegation, subgroups, information and resource sharing, reporting back etc.)

5. *(Reforming)* Review, evaluation, modification or completion.

Appendix 2

Using the collaboration grid to tackle problems. The collaboration grid can be used to tackle inter-agency problems that arise during the operation of a scheme. The grid represents an agreement about the current situation, which agencies are doing what, where boundaries around responsibilities lie and so on. It gives a valuable set of benchmarks against which progress can be checked. It also helps to see where problems have come from and suggests how they can be dealt with. It provides an approaching to auditing the current situation so that problems can be identified and negotiated.

Having seen that collaboration is a matter of degree and that organisations have several key functions, we can begin to put these two observations together to form a **collaboration grid** as shown below:

Level by Function Template			
	Policy	**Planning**	**Implementation**
1 **Liaison** informal			
2 **Co-ordination** informal			
3 **Co-operation** informal			
4 **Partnership** formal			
5 **Consortium** formal			

How to use the grid to analyse the current situation. Information about where each agency lies in the current situation can be entered into each cell within the grid. A grid analysis can be carried out for each organisation in a multi-agency scheme. Then the results of each grid can be aggregated together into one overall grid.

How to use the grid to plan future direction and strategy. The information contained in the grids gives a current picture and recent history of the problem in a local area and how the various agencies have been responding to that problem. But what of the future? The grid can also be used as a device to aid forward planning and the development of a multi-lateral strategy. The representatives of the various agencies may discuss where they want to get to in the future, say three to four years ahead. They can begin to work on each of the cells in the grid to visualise where they want to get to. The gaps in the grid might provide indicators of what future work needs to be done in order to build up a collaborative approach. The grid is intended to provide a framework for analysing the current strengths and weaknesses of the inter-agency scene. The matrix for the future will be different for the matrix of the current day. This will help the group to see what work need to be done to develop certain aspects of collaborative working.

Appendix 3
TOOLKIT FOR MULTI-AGENCY WORKING

Devised by Trevor Johnson, Colin Bell and Henry Shaftoe, with additional material from Terry Webb.

This TOOLKIT contains a set of implements to facilitate the task and process of collaboration. These 'tools' can be drawn on as required, singly or in any combination.

Overview
"Multi-agency partnerships" are the things to be in these days.
Everybody wants one. Why? Because so many of our current social concerns (crime, social exclusion, disaffected youth, sustainability) can only be effectively tackled by different agencies, actors and disciplines working together or in co-ordination. These "Wicked" issues cut across traditional professional and vocational boundaries, so no one agent acting alone can cut much ice.

Much has been written about the theory and principles of multi-agency working (most notably the recent Joseph Rowntree Foundation publications, for example "Urban Regeneration through Partnership: a critical appraisal" May 2000.). What practitioners also need, though, are the tools for doing the job. We know why people need to work together, but how do we enable them to achieve this. Sounds simple but it is a notoriously difficult task as the trail of failed or dysfunctional partnerships demonstrates

We humbly offer a set of tools in a tool kit. These tools are not ends in themselves - they enable you to construct something, usually a working partnership or collaborative system. Like any good toolkit they are always there in the box, ready for use. We have given each "tool" a name, as a reference device. You may need to have two or more tools in use simultaneously. Although you normally use certain tools in sequence (as you would normally use sandpaper before a paint bush and paint.).There is no rigid order of use for the whole toolkit. However group processes, like building construction projects, have phases as described below:

Phase one is the entry and start-up phase, which could be described as a period of preparation and acclimatisation. In a building construction scenario this would include all the plans, designs and the negotiations that take place concerning materials and building stages before anyone goes on site. You might use certain tools at this phase such as basic drawing or software architects' packages as well as spreadsheets for costings etc.

Phase two would be 'on site'. Once you are actively engaged with the group process (or construction materials), you will need a different set of tools (but don't put away those planning and drafting tools altogether - you may need to redraw some of the plans in the light of actual on site experience).

Phase three is one in which you need certain tools to enable maintenance to be carried out or an exit to be made. In the case of a building project the roof is on, but does it leak? and the utilities installed, but do they work? You need to test and monitor all the systems and installations to check whether any repair or adaptation is required. If you do exit you need to make sure you have fulfilled the contract and that the whole structure (achievement) is safe and secure, otherwise it may crumble or collapse in on itself, undoing all the valuable effort. You may need some of the tools you used earlier for these maintenance, evaluation and exit issues.

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So you can see why we call it a "toolkit". You never know when you're going to have to go back and dip into the box again. And remember: good artisans never blame their tools! After all they are only means - not ends.

There are 3 chronological stages where particular tools may be useful and four process tools which can be used as and when needed:-

* Entry and Start Up:-
Accessor, Initiator, Justifier/Equaliser
* Engagement and Development:-
Culture Mapper, Policy Analyser, Contractor, Trainspotter, Informatic,
* Monitoring & Evaluation, End phase /Exit :-
Grid Analyser, Contractor (repeated) Swafega

The Process tools are :-
Negotiator, Barrier Dismantler, Power Differentiator, Lubricant

The tools

Identifying & accessing informal networks (ACCESSOR)
What is it ?
It is a tool which attempts to create the environment for the successful start to any multi agency initiative. This is a preparatory and informal tool for developing closer relationships between agencies. Often informal networks exist between people. These tend to have limited effect when tackling issues that span several agencies, are complex and require substantial resources. It is employed when one agency considers that collaborative working could benefit practice across a number of agencies. It recognises that formalising relationships across agencies provides clarity and structure for a collaborative response. This improves practice for service users.
When do we use it ?
A need to firm up an informal set of relationships into a multi agency collaborative venture may occur for a variety of reasons. For example the lead agency realises that no professional discipline has the monopoly on resources, expertise or knowledge to deal with a complex set of problems. There may be a desire to strengthen a common aim (the theme to join all themes), sharing responsibilities and resources, thus being more cost effective. It may be to develop a comprehensive proposal and /or to seek grant aid.

Engaging the "players" and formalising collaborative arrangements (INITIATOR)
What is it ?
This tool provides the means by which the prepared and informed lead agency or person within the agency ("driver") sets the formal collaborative process in motion.
When do we use it ?
It is used when an initial assessment has suggested that a problem cannot be effectively tackled by an agency working alone. It is an acknowledgment that the lead agency ("driver")

does not have the combination of expertise, resources and information to resolve the problem.

Getting the various agencies on board and linking up (**JUSTIFIER and EQUALISER)**

What is it?

A small tool, which will fit in most pockets, but its size belies its power. It's like a computer virus; it creeps into organisations through shared information or shared protocols for information exchange or simply informal contacts between members of employees and hides deep inside the organisation and works from within to effect change.

Its main function is to change some of the 'operating system' of the organisation, so that a previously ignored problem can be acknowledged as being within the responsibility of that organisation. This should allow some resources to be diverted to the problem, thus 'justifying' the organisation's investment of time and money in the process of solving the problem, either on their own, or by working with others.

It creeps from organisation to organisation, from individual to individual, bringing with it an understanding of the problem that exists, and each organisation's role in solving that problem. It encourages like minded thinking to exist within disparate organisations so that the conditions are right for partnerships to take root.

When do we use it?

Everyone knows that a problem exists, but for various reasons, no-one wants to acknowledge that it is within their sphere of responsibilities or to even consider talking to anyone else about the problem, let alone doing something about it. The problem has been there for some time, but no one can quite put their finger on what it means to them, or more importantly, what it's costing them.

For example, a teacher at a local school knows that 'unauthorised absences' (truancy) are well above the average, but none of the 'absentees' are actually causing problems for the school. They spend their time outside the schools operational area so they don't know exactly what they are doing. The teacher has a friend in the housing office of the estate where the youngsters live, and mentions one day that it could be the 'absentees' who are causing the damage to the housing estate.

The housing officer mentions it to the social services officer, who happens to be meeting with the local police to discuss an entirely unrelated problem, but during a quite period, mentions the damage and the rise in 'unauthorised absences' from a school some distance away. The process escalates, with eventually, the idea of doing something about the problems passing between agencies, creating the ideal conditions for the next tool to be brought out of the store cupboard.

Integrating the different agency cultures (**CULTURE MAPPER**)
What is it ?

This is a systematic and comprehensive way for all parties to analyse their individual cultural position and that of their own agency. The initial analysis forms the basis for comparison across all agencies. It indicates the potential differences, and therefore difficulties, that exist or may arise in relation to the functioning of multi agency forums or initiatives. This tool creates an understanding of different value systems and differences in approach to problem exploration and problem solving and can thus provide the foundation for mutual understanding and compromise, based on a win-win philosophy. Effectively it facilitates the process of valuing and respecting work across organisational cultures.

When do we use it ?

This tool operates primarily at the initial stage. It can be used to 'clear the ground' when organisations have experienced misunderstandings on previous collaborations. It forms part of trust building. When all parties have agreed on the area of concern, it facilitates the process of seeking joint solutions through shared perceptions. It can also be used during policy review and following communication breakdown.

Analyising and rationalising policy (**POLICY ANALYSER**)
What is it?

It is a method of deciding who needs to be involved once a group of organisations agree to form a inter agency policy on a subject. It is important to have the key people participating, to include all representatives who hold a stake in the policy outcomes ensuring that there is a positive inclusion of those that hold an interest. Overall it should enable the recipients of policy to benefit from an understandable and coherent change.

When do you use it ?

If a group of organisations wish to develop a collectively held policy, they should plan and agree the procedure through which policy will be formulated. In order to do this, there must be an agreement on what the end product is to be. For example, a community safety policy statement would apply equally to each participating agency. Codes of practice, derived from the framework, could then be formulated for each agency.

Creating and initiating an action plan (**CONTRACTOR**)
What is it?

A tool for planning and articulating the required outcome of the inter-agency initiative. It is a written statement, often in tabular form, of all that has been agreed, ranging from goals (broad level agreements), objectives (specific targets derived from goals),and operational targets (objectives with dates to be realised and resources needed) for specific agencies to achieve. It is a dual use tool, also being used for monitoring and evaluation.

When do you use it?

It is used prior to the 'roll out' of the agreed strategy or initiative. In addition it is used as a monitoring and evaluation mechanism, providing feedback on progress to both the working group and steering group. It is used during the initial operational phase of the strategy, at specific intervals, and at the end. It is a means of evaluating what has been achieved, where the slippage has occurred and what adjustments are needed.

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Ending or reforming a collaboration (EXTRACTOR)

What is it?

It is the cleaning up and ending device. It acknowledges that any venture needs to begin with the end in mind. It is a means of devising exit strategies for short term groups and helps with the creation of developmental phases and incremental stages.

When do we use it?

It should be part of the planning process and incorporated at the start, whether it relates to target achievement or project aims. It is a means of finishing the project or concluding a phase and reflecting on the achievements and lessons learnt. It could take the form of a report with recommendations which acknowledge or conclude a piece of work and provide ownership by participating agencies.

Identifying staff development and training needs (TRAINSPOTTER)

What is it?

This is a tool which identifies training, workshop or seminar needs of the multi disciplinary group, facilitating the process of group cohesion

When do we use it?

It should be used when issues arise which need clarification or ideas about future action need to be fleshed out. Seminar sessions should be programmed in as a regular feature in a working groups life.

Acquiring information to take the initiative forward (INFORMATIC)

What is it?

This is a research tool. It is used when there is a lack of clarity concerning a issue or problem. It is a means whereby pertinent information is collected and assessed as a basis for joint decision making. It forms the foundation for the development of any collaborative venture.

When do we use it?

We use it when there is a lack of clarity concerning a area of work which is needed for future planning.

Creating a comfortable environment for negotiation (NEGOTIATOR)

What is it?

This is a 'process' tool. It addresses problems within the context of the 'big picture' and provides suggestions to unblock or ease the smooth running of a multi agency venture. It is based on the concept of 'win win', rather than 'I win you lose', 'you win I lose' or 'we both lose'.

When do we use it?

It is used when the project gets 'stuck' and needs creative ideas to move it forward. Varying obstacles may be encountered at any stage in the process of inter agency action. These problems need speedy resolution to enable the project to develop. It is advantageous to have an independent and neutral co-ordinator to negotiate this aspect. Effective negotiation needs:

* genuine recognition and understanding of each others perspectives
* a willingness to 'trade' from the outset
* preparedness to compromise

Avoiding obstacles and resolving conflicts (BARRIER DISMANTLER)
What is it?
This is a tool for dismantling the barriers that are found blocking the route to achieving multi agency solutions. These barriers may be encountered at various stages in the process of inter-agency action and, if not tackled, will block or hinder progress. Barriers may consists of:- targets being redefined, demarcation disputes, confidentiality issues, knowledge retention, mistrust, inconsistent resources, lack of delegated powers, participant turnover and personality clashes. Barriers can also be reinforced by cultural differences and power differentials.
When do you use it?
It should be used when a new group is formed and during the monitoring of the group's progress. It can be used to help formulate an initial agreement between participating agencies and then brought out as a diagnostic reference and benchmark to monitor progress. This tool can also be used to differentiate agency boundaries (appropriate) from inter-agency barriers (inappropriate).

Equalising the influence of the participants (POWER DIFFERENTIATOR)
What is it?
This is a tool for exploring the concept of 'power' and identifying the differences in power between agencies and individuals. Its aim is to help individuals and groups become aware of these power differentials and to develop strategies for balancing them in a way that is constructive for all concerned. The analysis used should be based on an understanding of the divisions which affect access or lack of access to power, status and opportunity, including those of class, race, gender, differential ability, sexuality and age.
When do you use it?
It should be used when a new group is formed to establish an audit, and during monitoring of the group's process. It should also be used to facilitate the process of meetings and interactions at each stage, rather than just at the point when difficulties occur. It is recognised that often this tool is crucial at the point of conflict.

Facilitating multi-agency collaboration? (LUBRICANT)
What is it?
Some people still think that to achieve multi-agency collaboration, all you have to do is get six or more people from different agencies to attend a meeting once a month. Very occasionally this may lead to effective joint working, but you have a much better chance of success if you spend some time explicitly dealing with group processes and dynamics, rather than concentrating solely on the content and task. Here are some interlinked activities that can help to lubricate the process and maximise the chances of the group dynamics being positive rather than obstructive.

1   Sort out and agree procedural issues. Who's going to chair the group? (you need someone who is good at chairing, ie: keeping the group focused, on time and enabling everyone to contribute etc, rather than the person who knows most about the subject). How are the notes or minutes to be recorded and action points noted and followed through? 'Council style' minutes may be too cumbersome – you may be better with a bullet-pointed decision sheet and action list of 'what', 'by who' and 'when'.

2   Teambuilding (overt or covert). Do a simulation exercise, or a problem solving activity that requires joint effort. This should help to build trust and collaboration. If it doesn't it can be used to highlight interpersonal difficulties that will have to be resolved, rather than ignored.

3   Clarify roles, responsibilities and accountability (both within the group and back to the agencies). Have you got the right people? Be candid and honest about this and about the reasons why each participant is there or has been sent. If an inappropriate person has been sent or delegated, this will need to be sorted out with the head of that person's agency or department.

4   Jointly agree the groundrules of behaviour and responsibility within the group, which along with a jointly formulated statement of aims and objectives could lead to all participants signing up to a contract or agreement, which does not have to be rigid or legally binding, but will give you a reference point to keep the group to task and encourage agencies' compliance.

5   Periodically review the progress of the group by checking adherence to groundrules, aims and objectives and contract or agreement (perhaps using grid analysis or a checklist). Undertake a force field analysis of facilitators and inhibitors to progress towards the agreed aims and objectives. This will clarify whether you need to push harder on some points or remove barriers and resistance at other points.

6   Actively share information – draw up an information sharing protocol. Develop trust and team bonds by sharing something about yourself and your organisation (see (3) above). Some agencies withhold information as a way of retaining power, control and autonomy, rather than for any genuine reasons of data protection.

When do we use it?
Any of the lubricant ingredients can be used initially, to unblock the collaborative process and then periodically, as part of a monitoring, review and adjustment process.

Appendix 4
Health Check. Devised by Colin Bell and Trev Johnson

This "healthcheck" is a pro-forma that can be used as part of the partnership review process, along with, or instead of, the collaboration grid. If each partner fills out one they can then be analysed to identify disjunctions and areas that need harmonising.

NAME	**DATE**
ORGANISATION	**CONTACT NO.**

INTRODUCTION
THIS HEALTH CHECK IS IN THE FORM OF A QUESTIONNAIRE IT WILL REQUIRE APPROXIMATELY 20 MINUTES OF YOUR TIME. ALL OTHER PARTICIPANTS IN THE PARTNERSHIP HAVE BEEN ASKED TO COMPLETE THE SAME QUESTIONNAIRE. THE RESPONSES WILL THEN BE COLLATED AND A REPORT WRITTEN. THIS EXERCISE IS UNDERTAKEN AS PART OF THE PROCESS OF EVALUATING PARTNERSHIP EFFECTIVENESS.

BACKGROUND
PARTNERSHIPS MAY DRAW TOGETHER ORGANISATIONS WITH DIFFERING HISTORIES, PRIORITIES AND CULTURES. THEY MAY INVOLVE GROUPS WITH DIFFERENT AGENDAS AND INDIVIDUALS WITH DIFFERING GOALS AND NEEDS RELATING TO THEIR INVOLVEMENT IN THE PARTNERSHIP.
THEY MAY ALSO BE ESTABLISHED VERY QUICKLY; TO RESPOND TO LOCAL DEMANDS OR TO MEET THE CRITERIA FOR, OR TIMETABLE OF, A NEW FUNDING INITIATIVE.
PARTNER AGENCIES MAY, OR MAY NOT, THEREFORE HAVE A SHARED UNDERSTANDING OF THE GOALS, PURPOSE OR, INDEED, PARTNERSHIP STRUCTURES.
THIS QUESTIONNAIRE HAS BEEN DEVELOPED TO ENABLE PARTICIPATING AGENCIES THROUGH THEIR DELEGATES TO BENCHMARK THEIR UNDERSTANDING OF THE PERFORMANCE OF THE PARTNERSHIP AND ON WHETHER THE PROCESS IS UNDERSTOOD AND THUS IDENTIFY AREAS FOR IMPROVEMENT.

GUIDELINES:
YES/NO/DON'T KNOW (D/K)/NOT APPLICABLE (N/A) IF YOU CONSIDER THE STATEMENT TO BE TRUE, OR THAT IT DESCRIBES WHAT TAKES PLACE, THEN TICK THE 'YES' BOX, ETC. IF YOU DO NOT FEEL THE STATEMENT APPLIES TO YOUR PARTNERSHIP/NETWORK, TICK THE 'NOT APPLICABLE' BOX.
YOU MAY THEN BE ASKED FOR A *SATISFACTION* ("SATIS") *RATING.* A SINGLE BOX IS SHOWN WHICH GIVES YOU THE OPPORTUNITY TO SCORE YOUR LEVEL OF SATISFACTION WITH QUALITY OF THE PARTNERSHIP. THE RANGE IS 1 TO 3N WHERE 1 IS THE LOWEST RATING; 3 IS THE HIGHEST.
ENTER 1 IF FOR YOU/ YOUR ORGANISATION, ARE **DISSATISFIED**
ENTER 2 IF THE PARTNERSHIP WORKS, BUT THERE IS THE **NEED FOR IMPROVEMENT**.
ENTER 3 IF EVERYTHING IS **SATISFACTORY** AND THERE IS NO NEED FOR ANY ACTION
EXAMPLE

THE PARTNERSHIP HAS A CLEAR IDENTITY	YES ☒ NO ☐ DK ☐ N/A☐ SATIS 2

Means: "*YES THERE IS A CLEAR IDENTITY BUT IT COULD BE IMPROVED*"

1. BASIC INFORMATION

BRIEFLY DESCRIBE THE INITIATIVE IN WHICH YOU ARE INVOLVED	
HOW LONG HAS THIS INITIATIVE BEEN OPERATING?	MONTHS ☐ YEARS ☐
HOW MANY AGENCIES ARE INVOLVED?	2/4 5/7 MORE THAN 8
HOW OFTEN DO YOU MEET?	MONTHLY LESS MORE
IS THERE AN OUTSIDE FACILITATOR/ CONSULTANT?	YES ☐ NO☐

2.

WHEN AND HOW DID YOU BEGIN AS A PARTICIPANT?

HOW WERE COMMON AREAS FOR CONCERN IDENTIFIED?

HOW WAS IT DECIDED WHICH AGENCIES SHOULD BE INVOLVED?

DO YOU FEEL THERE WAS RECOGNITION THAT NO ONE AGENCY COULD SUCCEED ALONE?
YES ☐ NO☐ DK ☐ N/A☐

3.

WHO ARRANGED THE FIRST INTERAGENCY MEETING?

WHICH AGENCIES WERE PRESENT ?

THERE IS A STATEMENT OF INTENT FOR THE PARTNERSHIP?
YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

IT CONTAINS KEY AIMS OR OBJECTIVES   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THE VALUES OF THE PARTNERSHIP HAVE BEEN CLEARLY SET OUT FOR ALL MEMBERS
YES ☐ NO ☐ DK ☐ N/A☐

ALL MEMBERS UNDERSTAND THE ORIGINS OF THE PARTNERSHIP YES ☐ NO ☐ DK ☐ N/A☐

MEMBERS ARE CLEAR ABOUT THE PURPOSE OF THE PARTNERSHIP
YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THE PARTNERSHIP HAS A CLEAR IDENTITY   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

MEMBERS UNDERSTAND THE IMMEDIATE GOALS / WORK OF THE PARTNERSHIP
YES ☐ NO ☐ DK ☐ N/A☐

4.

THERE IS OVERLAP BETWEEN MEMBERS ATTENDING THE PARTNERSHIP MEETINGS AND
OTHER MEETINGS IN THE CITY/REGION   YES ☐ NO ☐ DK ☐ N/A☐

MEMBERS ARE CLEAR ABOUT THEIR ROLE WITHIN THE PARTNERSHIP
                                                     YES ☐ NO ☐ DK ☐ N/A☐

THERE IS ONE LEAD AGENCY   YES ☐ NO ☐ DK ☐ N/A☐

MEMBERS ARE CLEAR ABOUT THEIR RESPONSIBILITIES TO THE PARTNERSHIP
                                                     YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THE LEGAL STATUS OF THE PARTNERSHIP ALLOWS IT TO CARRY OUT ALL ITS ACTIVITIES
WITHIN THE LAW   YES ☐ NO ☐ DK ☐

THE PARTNERSHIP IS CLEAR ABOUT ITS ROLE IN WIDER (CITY/REGIONAL) INITIATIVES
                                                     YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

IT IS IMPORTANT FOR THE STATUS OF MEMBERS TO BE THE SAME   YES ☐ NO ☐ DK ☐

THIS GROUP IS LINKED DIRECTLY TO OTHER DECISION MAKING STRUCTURES
                                                     YES ☐ NO ☐ DK ☐

THE PARTNERSHIP IS CLEAR TO WHICH BODY IT REPORTS AND TO WHICH IT IS
COLLECTIVELY ACCOUNTABLE   YES ☐ NO ☐ DK ☐

ACTIONS GENERATED ARE TESTED OUT AT LARGER OR MORE REPRESENTATIVE FORUMS
                                                     YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

5.

MEMBERS HAVE EXPERIENCED CULTURE CLASH   YES ☐ NO ☐ DK ☐ N/A☐

MEETINGS PAY ATTENTION TO THE DIFFERENCE IN CULTURE & APPROACH OF EACH
ORGANISATION   YES ☐ NO ☐ DK ☐ SATIS☐

THERE ARE MARKED VARIATIONS OF OPINION THAT ARE NOT THE RESULT OF A
PERSONALITY CLASH   YES ☐ NO ☐ DK ☐

THE RELATIVE VALUES OR PRINCIPLES OF EACH ORGANISATION ARE CLEAR TO ALL
MEMBERS   YES ☐ NO ☐ DK ☐

DID ANY ORGANISATION EXPRESS DIFFICULTY IN "BUYING IN" TO ANY SPECIFIC ACTION OR
ACTIVITY PROPOSED?   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

6.

HAVE MEMBERS COLLATED INFORMATION ON POLICIES THAT EFFECT THE MAIN THRUST OF
THE PARTNERSHIP?   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THERE ARE NEW JOINT POLICIES   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

NEW POLICES OR PROTOCOLS ARE DECIDED BY A MAJORITY AGREEMENT
                                                     YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

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7.

THERE IS A CLEAR PLANNING PROCESS	YES ☐ NO ☐ DK ☐ SATIS☐
AN ACTION PLAN IS IN EXISTENCE	YES ☐ NO ☐ DK ☐SATIS☐
THE PLAN WAS AGREED BY ALL MEMBERS	YES ☐ NO ☐ DK ☐ SATIS☐

MEMBERS ARE CLEAR ABOUT THE DIRECTION OF THE PARTNERSHIP OVER THE NEXT 2-3
YEARS   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

FORWARD PLANS REFLECT THE NEEDS/HOPES OF THE LOCAL COMMUNITY AND OTHERS
                                              YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THERE ARE ADEQUATE SYSTEMS IN PLACE TO MONITOR PARTNERSHIP FINANCES
                                              YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THE PARTNERSHIP HAS A CLEAR VIEW OF ITS FINANCIAL/RESOURCE NEEDS
                                              YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

SYSTEMS/ BUDGETS ARE IN PLACE TO SUPPORT THE TRAINING NEEDS OF PARTNERS
                                              YES ☐ NO ☐ DK ☐SATIS☐
_____

8.

MEMBERS HAVE ANTICIPATED THE END OF THE PARTNERSHIP   YES ☐ NO ☐ DK ☐

SYSTEMS ARE IN PLACE TO MANAGE THE 'CLOSURE' /REFORMATION OF PARTNERSHIP
        ARRANGEMENTS
        YES ☐ NO ☐ DK ☐SATIS☐

9.

THERE WAS PRE PARTNERSHIP TRAINING   YES ☐ NO ☐ DK ☐SATIS☐

TRAINING HAS BEEN IDENTIFIED AROUND PROCESS OF PARTNERSHIP
                                              YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

RESOURCES HAVE BEEN ALLOCATED TO ENSURE NEW POLICIES OR WAYS OF WORKING
ARE UNDERSTOOD AND IMPLEMENTED   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

10.

THE PARTNERSHIP HAS CLEAR SYSTEMS FOR MONITORING THE WORK
                                              YES ☐ NO ☐ DK ☐ SATIS☐

THE PARTNERSHIP HAS CLEAR SYSTEMS FOR EVALUATION
                                              YES ☐ NO ☐ DK ☐ SATIS☐

THE PARTNERSHIP REVIEWS PROGRESS ON A REGULAR BASIS.YES ☐ NO ☐ DK ☐ SATIS☐

THE PARTNERSHIP CAN COMMUNICATE THE RESULTS OF REVIEWS/EVALUATIONS
EFFECTIVELY TO OTHERS   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

ATTENDANCE BY AGENCY AND REPRESENTATIVE IS RECORDED AND REVIEWED
                                              YES ☐ NO ☐ DK ☐ N/A☐

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THE AGENCIES INVOLVED ACKNOWLEDGE EACH OTHER AND HAVE CONFIRMED LINKS
YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

SOME MEMBERS ARE MORE INVOLVED IN THE PARTNERSHIP THAN OTHERS
YES ☐ NO ☐ DK ☐ N/A☐

11.

PARTNERSHIP MEMBERS HAVE SUFFICIENT RESOURCES TO MEET THE PARTNERSHIP'S
OBJECTIVES   YES ☐ NO ☐ DK ☐

THE PARTNERSHIP HAS ALLOCATED ADEQUATE RESOURCES FOR CONSULTATION
YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

LOCAL/COMMUNITY GROUPS AND ORGANISATIONS HAVE BEEN INVOLVED IN IDENTIFYING
NEEDS   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THE GROUP USES FACILITATORS AS HONEST BROKERS   YES ☐ NO ☐ DK ☐ N/A☐

THERE ARE SITUATIONS WHEN CERTAIN GROUPS ARE FORCED INTO LOSING POSITIONS
YES ☐ NO ☐ DK ☐

CONSENSUS IS VALUED AND DIFFERENCE AND DIVERSITY ACCEPTED   YES ☐ NO ☐ DK ☐

PARTNERS TRADE RESOURCES   YES ☐ NO ☐ DK ☐ N/A☐

_____

12.

PARTNERSHIP MEMBERS ARE AWARE OF THE BARRIERS TO PARTICIPATION
YES ☐ NO ☐ DK ☐

WHICH BARRIERS DO YOU THINK (IF ANY) ARE PRESENT AT THE MOMENT?

- DEMARCATION DISPUTES ("TURF WARS")   YES ☐ NO ☐ DK ☐
- CONFIDENTIALITY   YES ☐ NO ☐ DK ☐
- KNOWLEDGE RETENTION   YES ☐ NO ☐ DK ☐
- MISTRUST   YES ☐ NO ☐ DK ☐
- INCONSISTENT RESOURCES   YES ☐ NO ☐ DK ☐
- LACK OF DELEGATED POWER   YES ☐ NO ☐ DK ☐
- PARTICIPANT TURNOVER   YES ☐ NO ☐ DK ☐
- PERSONALITY CLASHES   YES ☐ NO ☐ DK ☐

THE PARTNERSHIP HAS IDENTIFIED WAYS OF OVERCOMING BARRIERS TO PARTICIPATION
YES ☐ NO ☐ DK ☐ SATIS☐

13.

THERE ARE SYSTEMS IN PLACE THAT CAN MINIMISE/RESOLVE CONFLICT BETWEEN
PARTNERS   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

PROBLEMS CAN BE IDENTIFIED AT AN EARLY STAGE   YES ☐ NO ☐ DK ☐

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PARTNERSHIP MEMBERS HAVE A CLEAR UNDERSTANDING OF SYSTEMS FOR RESOLVING
CONFLICTS   YES ☐ NO ☐ DK ☐ SATIS☐

THESE ISSUES ARE ADDRESSED WITHIN THE PARTNERSHIP:

- **POWER**   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐
- **STATUS**   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐
- **RACE**   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐
- **GENDER**   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐
- **DISABILITY**   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐
- **SEXUAL ORIENTATION**   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

14.

KEY INFORMATION NEEDED FOR THE PARTNERSHIP HAS BEEN IDENTIFIED
                                                            YES ☐ NO ☐ DK ☐ SATIS☐

THIS HAS BEEN COLLECTED AND ANALYSED   YES ☐ NO ☐ DK ☐ SATIS☐

INFORMATION FLOWS SMOOTHLY WITHIN THE GROUP   YES ☐ NO ☐ DK ☐SATIS☐

THE COMMUNITY/OTHER AGENCIES KNOW ABOUT THE PARTNERSHIP AND WHAT IT DOES
                                                    YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

INFORMATION ABOUT THE PARTNERSHIP IS AVAILABLE IN PLAIN LANGUAGE
                                                    YES ☐ NO ☐ DK ☐ N/A☐

INFORMATION ABOUT THE PARTNERSHIP IS AVAILABLE IN COMMUNITY LANGUAGES AND
OTHER FORMATS, E.G. TAPES, BRAILLE, ETC.   YES ☐ NO ☐ DK ☐ SATIS☐

MEMBERS AND OTHERS RECEIVE ENOUGH INFORMATION TO HELP THEM WORK WITH THE
PARTNERSHIP   ES ☐ NO ☐ DK ☐

THERE ARE CLEAR SYSTEMS FOR GATHERING THE .VIEWS OF LOCAL COMMUNITIES/OTHER
AGENCIES ON THE ACTIVITIES OF THE PARTNERSHIP   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THERE IS A CLEAR PROCESS FOR THE PARTNERSHIP TO CONSULT WITH THE LOCAL
COMMUNITY/OTHER AGENCIES   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐

THE PURPOSE OF CONSULTATION IS UNDERSTOOD AND CONTRIBUTES TO PARTNERSHIP
PLANS   YES ☐ NO ☐ DK ☐ N/A☐ SATIS☐