



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Local Policing+ Pilot Inspection of Fife Division

October 2014





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HM Inspector of Constabulary in Scotland

HM Inspectorate of Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012 and has wide-ranging powers to look into the '*state, effectiveness and efficiency*' of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (The Authority).¹

We have a statutory duty to ensure that the Chief Constable and the Authority meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the Authority or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.
- The Authority and the Chief Constable must provide us with such assistance and co-operation as we may require to carry out our functions.
- When we publish a report, the Authority and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the Authority to deliver services that are high quality, continually improving, effective and responsive to local needs.²

This thematic inspection was undertaken by HMICS in terms of Section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012 and laid before the Scottish Parliament in terms of Section 79(3) of the Act.

¹ Chapter 11, Police and Fire Reform (Scotland) Act 2012.

² HMICS, [Corporate Strategy 2014-17](#) (2014).

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Our Inspection

This inspection, which forms part of our published scrutiny programme³, was conducted as a pilot to test our methodology of the Local Policing+ inspection programme, whilst at the same time undertaking a robust evidence-led inspection of Fife Division. The learning from the pilot will inform our rolling programme of divisional inspections that aim to **assess the state, effectiveness and efficiency of Local Policing across Scotland**.

Effective local policing is fundamental to the success of Scottish policing. It is the part of policing that interacts with the public on a daily basis and is essential in building good relations with persons, localities and communities in Scotland⁴. Positive local relationships strengthen the legitimacy of Police Scotland to carry out its function and support communities to improve their safety and wellbeing. Effective local scrutiny and engagement are also essential to the success of policing, through the identification and agreement of local priorities and holding the local commander to account for their delivery.

Localism has been reflected within the three identified aims of Police Reform, namely (i) to protect and improve local services, (ii) to create more equal access to specialist support and national capacity and (iii) to strengthen the connection between services and communities⁵. We have therefore taken the opportunity during this inspection to comment on the extent to which these reform objectives are being achieved.

Inspections of local police divisions are based on our framework which ensures a consistent and objective approach to our work. This framework considers six overarching themes, namely:

- Outcomes
- Leadership and Governance
- Planning and Processes
- People
- Resources
- Partnerships



More detailed information on our inspection methodology is provided in Appendix 1 – Inspection Methodology.

³ HMICS (May 2014), Scrutiny Plan 2014-2015 <http://www.hmics.org/publications/hmics-scrutiny-plan-2014-2015>

⁴ Scottish Government: Policing Principles, Section 32 (a) Police and Fire Reform (Scotland) Act 2012

⁵ Police and Fire Reform (Scotland) Bill 2012



The framework is supplemented by our ongoing scrutiny risk assessment to identify issues relevant to the local division or which are of particular national importance. This allows each inspection to focus on specific issues that are topical at that point in time or are particularly relevant to the local area.

Supplementing this approach is the 'Plus' element of our programme. This gives us the opportunity to conduct an in depth examination of specific themes or subjects through the lens of local policing and comment specifically on their state, efficiency and effectiveness, both locally and nationally.

On this occasion we examined Police Scotland's approach to the **investigation of rape**. This was informed by a significant rise in reported cases across Fife during 2013-14 and provided a timely opportunity for HMICS to assess new ways of working both locally and nationally by Police Scotland in the investigation of rape. Our findings on the investigation of rape are published in a separate report.

As a consequence of our inspection, Police Scotland and the Fife Division will be asked to create an improvement plan so that our recommendations are taken forward and relevant good practice is disseminated across Scotland to promote continuous improvement. We will monitor progress against this plan and publish our findings as part of our annual reporting process.

To aid the development of our programme we were supported during our inspection by national advisers from the Improvement Service⁶. They provided valuable assistance during our fieldwork and offered feedback on our inspection methodology. They provided advice on local scrutiny and engagement arrangements in Fife and how these compare with arrangements elsewhere.

We also had the benefit of a short term strategic reference group to assist in the design, development and implementation of this pilot inspection. HMICS are grateful for their contribution to this inspection.

HMICS wishes to thank Divisional Commander Chief Superintendent Garry McEwan, the officers and staff of Fife Division, Fife Council Members and Officers and the people of Fife for their support and co-operation during our inspection.

Our Inspection team was led by Frank Gallop, supported by Stephen Whitelock, Laura Paton and Justine Menzies. Executive lead was provided by the Assistant Inspector of Constabulary, Andy Cowie.

Derek Penman QPM,
HM Inspector of Constabulary in Scotland
October 2014

⁶ The Improvement Service works with councils and their partners to help improve the efficiency, quality and accountability of local public services in Scotland by providing advice, consultancy and support. For further information visit <http://www.improvementservice.org.uk/>



Key Findings and Effective Practice

Outcomes

- Overall there has been a rise in reported crime and detection rates have fallen slightly.
- Fife remains a safe place with the number of crimes per 10,000 of population currently below the national average and detection rates currently above the national average.
- There is an opportunity for Police Scotland and its partners to work collaboratively in conducting surveys to agree what data is needed in support of local policing and what can be best provided nationally and locally.

Leadership & Governance

- Local scrutiny arrangements are in place with evidence of effective practice.
- The Local Policing Plan is based on a good balance of analytical research and community consultation with a clear hierarchy linking national and local priorities.
- There is an opportunity for the Local Authority and partners to be involved in setting measures for local priorities.
- While the national adoption of standardised Multi-Member Ward Plans has been helpful in promoting localism, stakeholders suggested that Fife Division would benefit from a rationalisation of these plans and the introduction of sub-local policing plans that better reflect localities, partnership service delivery and support place based approaches.
- There is clear evidence of effective policing through a structured tasking and coordinating process.
- The division is led by an experienced team that has a good blend of skills and experience and are committed to delivering a quality policing service for the people of Fife.
- There is a need to establish normal working patterns for senior staff to ensure resilience and the sustainability of the new ways of working.
- There has been a positive contribution from the nominated SPA lead with respect to national projects that had implications for the Fife area.



Planning & Processes

- Fife division has benefited from increased access to specialist resources as a result of police reform.
- Ambiguity exists over the responsibility for debriefing specialist staff and collating and evaluating their contribution to local policing.
- The Enhanced Community Engagement Model is effective practice in taking policing closer to local communities.
- Police Scotland has worked hard to rationalise the number of policies and procedures, but this has caused concerns about the volume of information being provided to officers and staff.
- The introduction of national approaches has resulted in some increases in bureaucracy, but this should be resolved with the introduction of integrated ICT systems.

People

- The transition to a single service has been made swiftly and has not detracted from the delivery of local policing, however the pace and nature of change has affected the morale of officers and staff and more needs to be done to improve internal communication and engagement processes.
- Police Scotland should expedite plans for a staff survey to understand staff concerns and establish a baseline for improvement.
- Officers and staff have a strong sense of local identity and affinity with the communities of Fife.
- There is a commitment to mainstreaming equalities throughout every aspect of local policing.
- There is a good understanding of the diversity of communities and established links with community groups through the equalities officer and community officers.
- The division has introduced a talent management programme to provide opportunities for selected individuals to develop their skills and experience.



Resources

- Local policing structures are undergoing a process of change to implement national guiding principles and structures. The change is not fully implemented and is subject to review.
- Community and response teams are operating below set staffing levels but are still meeting response times for incidents.
- The national approach for the gathering of intelligence with a focus on serious and organised crime has created some gaps in relation to the gathering of intelligence about local priorities.

Partnerships

- There is a strong tradition of partnership working in Fife, built on good working relationships which have been maintained during the transition.
- The division is committed to partnership working and supporting a shared services approach.
- Feedback from partners suggests a lack of local consultation in the design and implementation of national approaches by Police Scotland.

Effective Practice

- Fife's enhanced Community Engagement model gives the community a voice in identifying policing priorities and promotes a joined up approach amongst other public sector partners. This is an example of effective practice that takes policing closer to communities (paragraphs 86-89).
- Operation Facet is an example of a different approach to partnership and engaging the public through the effective working with local media that has yielded positive results and promoted key messages for the service (paragraph 63).
- We consider the Local Scrutiny arrangements in Fife with respect to their approach to stop and search to be an example of effective scrutiny that has influenced both local policing activity and the national debate whilst affording the police the opportunity to explain and develop a shared understanding of the impact of operational activity (paragraphs 67-68).

Recommendations

The following have been identified from our assessment of Fife Division.

Recommendation 1: Police Scotland should work collaboratively with local authorities and community planning partners to identify what public survey data is needed to support local policing and community planning outcomes and agree what should be provided nationally and locally.

Recommendation 2: Police Scotland should reconsider the national requirement for Multi-Member Ward Plans for 2015-16 and empower local commanders and local scrutiny groups to develop sub-local policing plans that better reflect localities, partnership service delivery and support place based approaches.

Recommendation 3: Police Scotland should ensure that its methods of data collection are sufficiently flexible to provide a range of information that meets the requirements of local plans, sub-local plans and supports place based approaches.

Recommendation 4: Police Scotland should consider ways to involve local authorities and community planning partners in the identification of key measures for the agreed priorities within local policing plans and single outcome agreements and should regularly update communities on their delivery through effective local public performance reporting.

Recommendation 5: The Divisional Commander should introduce a debriefing process to gather intelligence and capture the outcomes from OSD resources when deployed in Fife division. This should be used to inform an assessment of the effectiveness of the OSD activity and its contribution to local priorities.

Recommendation 6: The Divisional Commander should monitor divisional practices in relation to the cancellation of rest days and the management of Time Off In Lieu (TOIL) and annual leave across Fife.

Recommendation 7: Police Scotland should review internal engagement processes to ensure that key messages are understood by officers and staff and that they are able to raise issues for discussion, receive feedback on the outcomes, and have the opportunity to participate in change.

Recommendation 8: The Divisional Commander should complete the review of local policing structures in Fife as quickly as possible and should take account of the views of officers, staff and stakeholders.

Background

Police Scotland

1. Police Scotland was formally established on 1 April 2013 and is responsible for policing across Scotland.
2. Police Scotland is led by Chief Constable Sir Stephen House QPM and at the time of our inspection comprised 17,318 full-time equivalent police officers⁷, 5,806 police staff⁸ and 1293⁹ special constables. The Chief Constable is supported by a command team of four Deputy Chief Constables, six Assistant Chief Constables and four Directors of Services.
3. The Chief Constable is responsible, and must account to the Scottish Police Authority (SPA), for the policing of Scotland¹⁰.
4. Police Scotland's statutory purpose is to improve the safety and wellbeing of persons, localities and communities in Scotland¹¹ and is delivered through the strategic focus on 'Keeping People Safe'.
5. Police Scotland's priorities are outlined in its Annual Police Plan¹². These are aligned to the strategic police priorities set by the Scottish Government and the strategic objectives outlined by the SPA in its three year plan¹³.
6. Local Policing is led by a Deputy Chief Constable and three Assistant Chief Constables who are responsible for the local policing divisions within the North, East and West regions of Scotland. They are also responsible for the national functions of Custody¹⁴, Criminal Justice, Call Handling and Licensing & Violence Reduction, which all support local policing.

7 Police Officer Quarterly Strength Statistics Scotland, 30 June 2014 – <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/PublicationPoliceStrength/POQS2014Q2>

8 Police Scotland – Human Resources Performance Report, August 2014 – <http://www.spa.police.uk/assets/126884/241558/item6>

9 Source Police Scotland – Special Constable establishment at 3 September 2014

10 Police and Fire Reform (Scotland) Act 2012, Section 17(1)

11 Police and Fire Reform (Scotland) Act 2012, Section 32 (a)

12 Police Scotland: Annual Police Plan 2014-15 – <http://www.scotland.police.uk/assets/pdf/138327/150739/policescotlandannualpoliceplan2014-15?view=Standard>

13 Scottish Police Authority: Strategic Police Plan – <http://www.spa.police.uk/assets/128635/strategic-police-plan-web>

14 Custody was subject of inspection by HMICS, August 2014, Thematic Inspection of Police Custody Arrangements in Scotland. <http://www.hmics.org/publications/thematic-inspection-police-custody-arrangements-scotland#sthash.IGTrHgWq.dpuf>



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7. There are 14 local policing divisions across Scotland, each headed by a Local Police Commander of Chief Superintendent rank, who has a defined statutory role to ensure that local policing in each area is responsive, accountable and tailored to meet local needs. These divisions are further divided into 32 local policing areas, which mirror local authority boundaries across Scotland. Each local authority is required to have a local policing plan and arrangements for scrutiny and engagement.
 8. Alongside the local policing divisions, there are a number of national specialist divisions. Specialist Crime division (SCD) provides specialist investigative and intelligence functions such as Major Crime investigation, Counter Terrorism, and Safer Communities. Operational Support division (OSD) provides specialist support functions such as Road Policing¹⁵, Armed Policing, Marine and Air Support, Specialised Search, Dogs Unit and the Mounted Branch.

Fife Division

9. Fife is a unitary police division which at the time of inspection had 828 officers to address local demands. These comprise 801 response, community and 'specialists' and 27 divisional road policing officers. This number is supported by specialist resources at a regional and national level. The division shares its boundaries with one local authority; Fife Council. It has a coastline of 170 kilometres (105 miles), bounded by the Firth of Forth to the south and the Firth of Tay to the north, and shares inland boundaries with Perth & Kinross and Clackmannanshire. The division is aligned to a single Community Planning Partnership (CPP), and has common borders with both the Scottish Fire and Rescue Service (Fife Local Senior Officer Area) and NHS Fife.
10. With a 2013 population of 366,910¹⁶ Fife is the third largest council area in Scotland. The population represents 7% of the total population of Scotland. 96% of Fife residents live in 134 settlements, the largest of these being Kirkcaldy, Dunfermline and Glenrothes¹⁷. The 2012 Scottish Index of Multiple Deprivation (SIMD)¹⁸ indicates that the number of deprived areas in Fife are rising but crime in these areas is falling.

¹⁵ Road Policing was subject to inspection by HMICS, July 2014, Thematic Inspection of Road Policing.

<http://www.hmics.org/publications/hmics-thematic-inspection-road-policing>

¹⁶ National Records of Scotland: <http://www.gro-scotland.gov.uk/files2/stats/council-area-data-sheets/fife-factsheet.pdf>

¹⁷ Fife Community Safety Partnership, Strategic Assessment 2011-14

¹⁸ Scottish Index of Multiple Deprivation: Local Authority Summary, Fife 2012 – <http://www.scotland.gov.uk/Resource/0041/00410730.pdf>



11. The Division has three territorial command areas with seven community policing teams aligned to the council's seven administrative or business areas:

- Cowdenbeath
- Dunfermline
- Glenrothes
- Kirkcaldy
- Levenmouth
- North East Fife
- South West Fife

These teams are built around the needs of local people. They are responsible for responding to calls in the local area, as well as looking for long term solutions to community issues.

Outcomes

Key Findings

- Overall there has been a rise in reported crime and detection rates have fallen slightly.
- Fife remains a safe place with the number of crimes per 10,000 of population currently below the national average and detection rates currently above the national average.
- There is an opportunity for Police Scotland and its partners to work collaboratively in conducting surveys to agree what data is needed in support of local policing and what can be best provided nationally and locally.

12. Overall, we consider communities in Fife are being kept safe but there are some challenges for the division. Satisfaction rates are rising and complaints against the police are falling, but there has been a rise in reported crime and overall detection rates¹⁹ have fallen slightly. When compared to other areas, Fife remains a safe place both in terms of the number of crimes per 10,000 of population and the likelihood of offenders being detected. Despite the rise in crime and fall in detection rates, we consider that the investigative changes brought about by Police Scotland during 2013-14 provide a good foundation for Fife division to improve upon over 2014-15.

Results

13. We have examined the available management information²⁰ and performance reports to consider the division's contribution to ensuring its communities are safe from crime, disorder and danger²¹. Our findings are based on Police Scotland's range of performance indicators, which include only limited measures for non-operational areas such as corporate activity and best value. The SPA has developed a performance framework to enable closer scrutiny of police performance and progress against the SPA's strategic objectives. Within this framework are a number of key performance indicators relating to quality of service and

¹⁹ A crime or offence is regarded as having been detected where there exists a sufficiency of evidence under Scots Law to justify consideration of criminal proceedings. Many offences e.g. speeding or possessing drugs, have no direct victim and are detected and recorded as a result of police activity (<http://www.scotland.police.uk/assets/pdf/138327/232757/management-information-police-division-report-year-end-2013-14>)

²⁰ The data used in this report is taken from Police Scotland Management Information for the year 1 April 2013 to 31 March. These data are not official statistics. National Statistics on recorded crime are scheduled to be published by the Scottish Government in the autumn (<http://www.scotland.police.uk/assets/pdf/138327/232757/management-information-police-division-report-year-end-2013-14>)

²¹ Scottish Government (2007): National Outcomes – <http://www.scotland.gov.uk/About/Performance/scotPerforms/outcomes/crime>



public perception, whilst others provide contextual information about factors influencing the way the police operate.

Overall the SPA is developing 20 high level indicators aligned to the priorities and objectives in the SPA's Strategic Policing Plan. This is work in progress and as these emerge we will incorporate them, and the related analysis, into our reporting as they provide a useful public source of information for the communities of Scotland to make an assessment of policing services.

14. The Fife Single Outcome Agreement (SOA)²² contains two indicators of success, the first is the fear of crime and the second is to reduce crime. A baseline for fear of crime was established in 2012-13 using data from the legacy Fife Constabulary public perception survey. This identified that 30.4% of people were 'fairly worried' or 'very worried' that they may be a victim of crime. However, comparable data about the fear of crime from 2013-14 onwards is not available as the legacy force public perception survey was discontinued and Police Scotland has yet to introduce a replacement. While the Scottish Crime and Justice Survey²³ asks a range of questions about the fear of specific crimes, there is no specific question about the overall fear of crime. Although Fife council is considering including questions about fear of crime in its next People's Panel survey, this will re-establish the baseline as the survey methodology will be different. Police Scotland has fear of crime listed within its performance management framework but as yet has not included this as part of its public consultation process.
15. This means that any assessment about the fear of crime within Fife following the introduction of Police Scotland cannot be made and a key SOA measure cannot be reported on. It also highlights the dependency on Police Scotland performance data to support local partnership performance and the need to co-ordinate data collection locally and nationally. There is a risk that Police Scotland and Local Authorities could duplicate survey activity should they both decide to conduct public surveys. We believe there is an opportunity for Police Scotland and its partners to work collaboratively in conducting surveys to agree what data is needed in support of local policing and what can best be provided nationally and locally. This would avoid duplication and establish baseline information that informs priority setting and monitoring processes.

²² Fife's Community Plan 2011-2020 - http://publications.1fife.org.uk/uploadfiles/publications/c64_CommunityPlan2011-2020rev201307Aug.pdf

²³ Scottish Crime and Justice Survey 2012-13 - <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/crime-and-justice-survey>



Recommendation 1: Police Scotland should work collaboratively with local authorities and community planning partners to identify what public survey data is needed to support local policing and community planning outcomes and agree what should be provided nationally and locally

16. The second indicator within the Fife SOA is to reduce Groups 1 to 5²⁴ crimes by 5% by 2020²⁵. During 2013-14 overall reported crimes in Groups 1 to 5 increased from the previous year by 6.0% to 16,150, which contrasted with a slight overall reduction for Scotland. However, Fife division is still well below the previous three year average of 17,249, the five year average of 19,388 and remains significantly below the SOA target of 22,610 by 2020.
17. Sexual crime (Group 2) increased significantly by 65.9% or 383 crimes during 2013-14. This is attributed by Police Scotland to a range of factors including raised awareness as a result of high profile media coverage of historic investigations and a robust approach to investigation. The rise in reported sexual crime has prompted our Local Policing+ examination of the investigation of rape within Fife, which will be published in a separate report. There has been increases in the number of Group 2 crimes being detected and increases in historic reporting of offences dating back as far as 1989. This is illustrated in the following case study, which reflects how the national change in approach to investigating domestic abuse has helped to improve the safety and wellbeing of victims across Fife.

²⁴ Table 1 provides an explanation of crime group classifications

²⁵ Reduction based on the 2006/07-2010/11 average of 23,800 crimes to a target of 22,610 by 2020.



Case Study – The Investigation of Domestic Abuse

As a result of the creation of the single service each division established a dedicated Domestic Abuse Investigation Unit (DAIU) to ensure protracted investigations are conducted thoroughly and expeditiously. In addition the DAIU target prolific violent and serial perpetrators, seek to identify repeat victims and implement appropriate strategies to terminate the abuse.

The work of the DAIU is informed by a daily assessment of reported incidents at divisional tasking and co-ordination meetings. Follow up reviews of perpetrators and investigations are conducted by DAIU supervisors and monthly Multi-Agency Tasking and Co-ordination meetings (MATAC) enable a partnership approach to preventing re-offending.

As a result of this new approach, a review of a single domestic incident in Fife identified an individual of significant risk to women. The subsequent investigation identified five previous partners who reported previously unreported physical and sexual abuse between 1998-2013. In December 2013 the offender was convicted of 14 charges including the rape of six different women, serious assaults, assault and abduction. He was later sentenced to a fixed term of 10 years imprisonment and an Order of Life-Long Restriction.

Historically many incidents of domestic abuse were dealt with in isolation. This case highlights the benefits of a new national approach to the investigation of domestic abuse. In this case, the review process identified the perpetrator and uncovered a pattern of serious and prolonged victimisation involving multiple partners that could have continued had the intervention not taken place.

We consider that the national approach by Police Scotland has resulted in improved local investigations of domestic abuse and improved outcomes for victims.

18. Crimes of dishonesty (Group 3) increased by 3% or 239 crimes during 2013-14. This rise is due mainly to rises in shoplifting (7.7% or 145 crimes) and motor vehicle offences (9.3% or 86 crimes). These increases were higher than the national averages of 4.7% and 3.9% respectively. There was also a significant rise in fraud offences (39.9% or 167 crimes, although 160 of these relate to one investigation). These are attributed by Police Scotland to investigations that uncovered multiple offences and resulted in a corresponding increase in the number of detections (59.1% or 199 crimes). Housebreaking offences to homes fell (11.1% or 58 crimes) but crimes, including attempted housebreakings, to non-domestic buildings such as garden sheds rose (9.1% or 60 crimes).



19. Increases in crimes of dishonesty, (Group 3) were identified by the division during 2013-14 through its performance monitoring processes. As a result shoplifting and housebreaking prevention plans were implemented during the latter half of the year. The housebreaking plan was part of a wider national campaign (Operation RAC) that was introduced to tackle a rise in housebreaking across Scotland. Rises in crimes of dishonesty and the fact that the responses were not implemented until later in the year may have been an unintended consequence of the change to a single service and the introduction of a national performance management framework that focussed on violent and sexual crime. However, Police Scotland and the division identified these increases and demonstrated agility in responding to emerging threats beyond its agreed priorities.
20. The following tables provide detail of recorded crime within Fife Division in 2012-13 and 2013-14, with comparisons against the Scottish average:

Table 1: Fife Division Crimes & Offences 2012-13 vs. 2013-14

Crimes Recorded in Fife Division				
Crimes	2012/13	2013/14	Total Change	% Change
Group 1: violence	327	383	+56	+17.1
Group 2: sexual crimes	581	964	+383	+65.9
Group 3: dishonesty	7,854	8,093	+239	+3.0
Group 4: fire-raising, vandalism etc.	3,445	3,323	-122	-3.5
TOTAL GROUPS 1 to 4	12,207	12,763	+556	+4.5%
Group 5: other crimes such as drugs offences and offensive weapons	3,023	3,387	364	+12.0
TOTAL GROUPS 1 to 5	15,230	16,150	920	6.0
TOTAL GROUP 6 common assault, breach of the peace, drunkenness	9,824	11,009	+1,185	+12.0
TOTAL GROUP 7 motor vehicle offences	12,633	13,107	+474	+3.8

Sources: Scottish Government^{26 27} and Police Scotland²⁸

²⁶ Scottish Government: [Recorded Crime in Scotland 2012-13](#)

²⁷ [Scottish Policing Performance Framework Annual Report 2012-13](#)

²⁸ Police Scotland: [Management Information 2013/14](#)



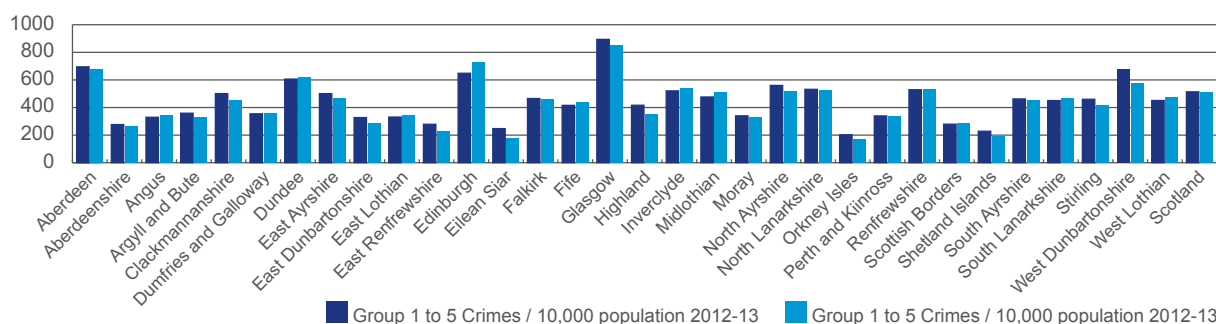
Table 2: Fife Division Crimes & Offences Comparison with Scottish Average 2012-13 vs. 2013-14

Crimes per 10,000 population						
	Fife			Scotland		
Crimes	2012/13	2013/14	% Change	2012/13	2013/14	% Change
Group 1: violence	8.9	10.4	+16.8	14.2	12.8	-9.9
Group 2: sexual crimes	15.8	26.3	+66.5	14.5	16.2	+11.8
Group 3: dishonesty	214.1	220.6	+3.0	255.8	258.4	+1.0
Group 4: fire-raising, vandalism etc.	93.9	90.6	-3.5	111.9	102.6	-8.3
TOTAL GROUPS 1 to 4	332.7	347.9	+4.6%	396.4	390	-1.6
Group 5: other crimes such as drugs offences and offensive weapons	82.4	92.3	+12.0	117.5	119.1	+1.3
TOTAL GROUPS 1 to 5	415.9	440.2	+6.0	513.9	509.1	-0.9
TOTAL GROUP 6 common assault, breach of the peace, drunkenness	267.0	300.0	+12.4	387.1	395.8	+2.2
TOTAL GROUP 7 motor vehicle offences	357.0	344.3	-3.5	647.7	533.5	-17.6

Sources: Scottish Government^{29,30} and Police Scotland³¹

21. Although crime (Groups 1 to 5) in Fife has risen 6% overall in 2013-14, this equates to 440 crimes per 10,000 of population and compares favourably with the Scottish average of 509 crimes per 10,000 of population. The relative performance of Fife in comparison some other local authorities in Scotland is illustrated in Chart 1.

Chart 1: Crimes / 10,000 population by Local Authority Area



Source: Police Scotland

²⁹ Scottish Government: [Recorded Crime in Scotland 2012-13](#)

³⁰ [Scottish Policing Performance Framework Annual Report 2012-13](#)

³¹ Police Scotland: [Management Information 2013/14](#)

22. The overall crime detection rate (Groups 1 to 5) fell marginally from 65.1% in 2012-13 to 64.5% in 2013-14, although this is still well above the Scottish average of 51.5%. The following tables provide detail of detected crime within Fife Division in 2012-13 and 2013-14, with comparisons against the Scottish average:

Table 3: Fife Division Detection Rate Comparison with Scottish Average 2012-13 – 2013-14

Detection rate (%)						
	Fife			Scotland		
Crimes	2012/13	2013/14	% Change	2012/13	2013/14	% Change
Group 1: violence	89.0	94.3	5.3	78.6	81.9	+3.2
Group 2: sexual crimes	80.0	86.2	6.2	68	75.6	+7.6
Group 3: dishonesty	57.4	55.9	-1.4	38.1	37.4	-0.7
Group 4: fire-raising, vandalism etc.	48.2	40.7	-7.5	27	25.2	-1.7
TOTAL GROUPS 1 to 4	56.7	55.4	-1.3			
Group 5: other crimes such as drugs offences and offensive weapons	99.2	98.8	-0.4	97.9	98.4	+0.5
TOTAL GROUPS 1 to 5	65.1	64.5	-0.6	51.3	51.5	+0.2
TOTAL GROUP 6 common assault, breach of the peace, drunkenness	93.0	92.5	-0.5	NDA	87.9	NDA
TOTAL GROUP 7 motor vehicle offences	NDA	99.2	NDA	NDA	98.9	NDA

(Sources: Scottish Government^{32 33} and Police Service of Scotland³⁴) – (*NDA = No Data Available)

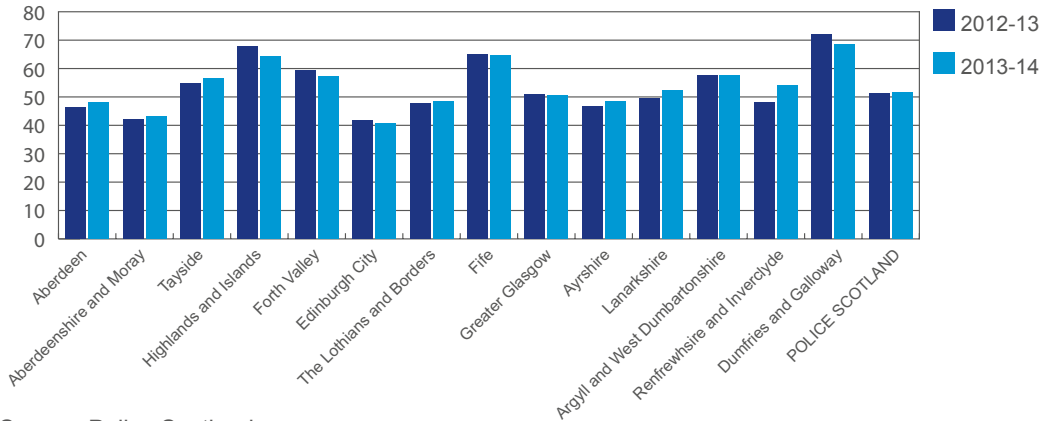
23. The 0.6% reduction in detection rate should be seen within the context of a 6% increase in recorded crime and recognition that the division actually detected 496 more crimes (Group 1 to 5) during 2013-14 compared to the previous year. Of note were rises in the number of violent crimes (+70) and sexual offences (+366) were detected, which resulted in improved detection rates for these offences. Both detection rates are higher than the national averages. The relative performance of Fife in comparison with other divisions is shown in Chart 2:

32 Scottish Government: [Recorded Crime in Scotland 2012-13](#)

33 [Scottish Policing Performance Framework Annual Report 2012-13](#)

34 Police Scotland: [Management Information 2013/14](#)

Chart 2: Detection rates for Group 1 to 5 offences by division



Source: Police Scotland

24. The detection rate within Fife compares favourably when compared to other divisions across Scotland and means that those who commit crime in Fife are more likely to be caught compared to many other areas. We welcome the improved performance in detection rates for Group 1 and 2 crimes and attribute this to a more robust approach to investigation of these crimes.

Public Confidence and Satisfaction

25. The level of public confidence and user satisfaction in the service provide indicators of the quality of service provided by police officers and police staff. A national methodology for gathering data on confidence and satisfaction was introduced by Police Scotland in April 2013 and is described in more detail at paragraphs 93-94. The available data on public confidence and satisfaction is shown in table 4:

Table 4: Fife Division Public Confidence and Satisfaction Comparison with Scottish Average 2012-13 vs 2013-14

Confidence and Satisfaction	Fife		Scotland	
	2012/13	2013/14	2012/13	2013/14
Overall level of confidence %	NDA*	76.4	NDA*	78.9
Overall level of satisfaction %	74.0	79.5	84.0	82.4

(Sources: Police Scotland, Scottish Government. (*NDA = No Data Available)



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26. Previously data for public confidence was taken from the Scottish Crime and Justice Survey. Details were published by the Scottish Government in the Scottish Policing Performance Framework based on questions including the police's ability to respond to calls from the public, investigate crime and deal with incidents. The surveys do not include data on overall confidence in the police and use different data collection methods to those now used by Police Scotland. As a result we are unable to make meaningful comparisons between 2012-13 and 2013-14 or comment on whether public confidence in Fife has increased or decreased since the introduction of Police Scotland. However as a basic indicator overall satisfaction in service delivery in Fife is below the national average.
27. Although comparative data exists for the overall level of public satisfaction, the 2012-13 results were obtained from legacy force processes and used different data collection methods to those now used by Police Scotland. As a result we are also unable to make meaningful comparisons between 2012-13 and 2013-14 or comment on whether user satisfaction in Fife has increased or decreased since the introduction of Police Scotland. However as a basic indicator overall satisfaction in service delivery in Fife has increased, but is below the national average.
28. We consider that public confidence and satisfaction are key measures of success for Police Scotland. We welcome the introduction of consistent data collection methodologies across Scotland and the establishment of a baseline from 2013-14. **Public confidence and satisfaction are areas we will continue to monitor and comment on as part of our local policing inspection programme.**

Complaints about the Police

29. The number of complaints about police officer conduct and the quality of service provide further indicators of public satisfaction and confidence in policing. Overall responsibility for monitoring and scrutinising the complaints process rest with the SPA, through the Complaints and Conduct Committee. The committee receives comprehensive statistical reports³⁵ from the national head of the Professional Standards Department that provides details of the nature and location of complaints and allegations. Complaints data is also routinely monitored within Police Scotland at both divisional and national performance meetings, where trends can be identified and acted upon.

³⁵ Copies of these reports are available at: <http://www.spa.police.uk/meetings-events/complaints-and-conduct/>

30. Complaints about the service which relate specifically to the conduct of officers are categorised as complaints about the police. By contrast quality of service complaints are about the organisation and relate to policing policy, practice or procedure. Table 5 shows the comparison of complaints within Fife against the Scottish average:

Table 5: Fife Division Complaints Comparison with Scottish Average 2012-13 vs 2013-14

Complaints	Fife		Scotland	
	2012/13	2013/14	2012/13	2013/14
Complaints against the police	240	207	4362	4564
Quality of service complaints	90	37	978	967

Sources: Police Scotland, Scottish Government

The data in table 5 indicates that the number of complaints about police officers in Fife have fallen by 13.8% or 33 complaints, which contrasts with an increase of 4.6% or 202 complaints nationally. Quality of service complaints in Fife have fallen significantly by 56.9% or 53 complaints compared to a fall nationally by only 1.1% or 11 complaints. The division is aware of this change but was not aware of any specific causal factor. We welcome the fall in complaints within Fife Division.

31. Section 45(5)(b) of the Police and Fire Reform (Scotland) Act 2012 requires local policing commanders to provide statistical information on complaints to the local authority. We note from the reports provided to the Safer Communities Committee (paragraph 66) that data relating to numbers of complaints is provided, although more detailed information about the nature of complaints is not. Information relating to public confidence and user satisfaction is not provided to the Committee. **We note that there are variations in the quantity and quality of information being provided by local commanders to scrutiny committees across Scotland and we will return to this matter as we progress our local policing inspection programme.**

Leadership and Governance

Key Findings

- The Local Policing Plan is based on a good balance of analytical research and community consultation with a clear hierarchy linking national and local priorities.
- There is an opportunity for the Local Authority and partners to be involved in setting measures for local priorities.
- While the national adoption of standardised Multi-Member Ward Plans has been helpful in promoting localism, stakeholders suggested the Fife Division would benefit from a rationalisation of these plans and the introduction of sub-local policing plans that better reflect localities, partnership service delivery and support place based approaches.
- There is clear evidence of effective policing through a structured tasking and co-ordinating process.
- The division is led by an experienced team that has a good blend of skills and experience and are committed to delivering a quality policing service for the people of Fife.
- There is a need to establish normal working patterns for senior staff to ensure resilience and the sustainability of the new ways of working.
- Local scrutiny arrangements are in place with evidence of effective practice in the form of scrutiny of stop and search.
- There has been a positive contribution from the nominated SPA lead with respect to national projects that had implications for the Fife area.

32. Fife division has established its priorities for policing in its Local Policing Plan, which is set out in accordance with the provisions of the Police and Fire Reform (Scotland) Act 2012 (the Act). The division is led by an experienced team that has a good blend of skills and are committed to delivering a quality policing service for the people of Fife. The division makes good use of the media to communicate with communities and there is clear evidence of effective policing being delivered through a structured tasking and co-ordinating process. Local scrutiny arrangements are in place with evidence of effective practice in the form of scrutiny of stop and search to the extent that the division has volunteered to host a national pilot for improving practices.



Policing Priorities – National to Local

33. In terms of Scottish policing, the strategic planning framework and process for priority setting is outlined in the Act. This creates a hierarchy of strategic plans that link together local and national priorities, as illustrated at Figure 1. This is the first opportunity for HMICS to comment on the development of these plans, their compliance with the requirements of the Act and the link between national and local priorities. The Scottish Government strategic priorities for policing seek to make communities safer and reduce harm so that citizens can live their lives free from crime, disorder or danger. The SPA has set strategic objectives for policing in Scotland in line with these priorities which include making communities safer and reducing harm and providing an effective and efficient policing service that promotes continuous improvement.

Figure 1 – Priorities and Objectives for Police Scotland – Annual Police Plan 2014/15



34. The Act³⁶ sets out the relationships in the strategic planning and priority setting processes from the role of Scottish Ministers in determining the Strategic Police Priorities for the SPA to the duty of local commanders to involve local authorities in the setting of priorities and objectives for policing in their area. The legislation sets out the requirements of the SPA, Police Scotland and local commanders with respect to the information to be contained in plans and the consultation that is required before publication of the plans.

³⁶ Sections 32 – 36 and 44 – 47 of the Police and Fire Reform (Scotland) Act 2012



Annual Policing Plan

35. In April 2014, Police Scotland produced its second Annual Policing Plan, with a focus on 'Keeping People Safe'. This Plan identifies four priorities for policing. Figure 1 highlights these priorities and how they link to the other local and national priorities.
36. In accordance with the requirements of the Act, the Chief Constable formally invited the SPA to comment on the draft plan. The SPA responded in writing with a number of observations and expectations as to what they would expect to see in the plan. These were considered by Police Scotland and a number of them were taken forward into the final plan. We consider that the process would have benefited from greater engagement and dialogue between Police Scotland and the SPA, with a fuller explanation given as to how Police Scotland had paid specific regard to the observations and expectations from the Authority. In future this may require Police Scotland to extend the 'reasonable period' set aside for this process to ensure that any dialogue will be meaningful and that feedback can be provided to the SPA in time for publication of the plan. This should be considered when developing the next Annual Policing Plan for 2015-16.
37. Overall the Annual Policing Plan supports both the SPA Strategic Police Plan³⁷ and the Scottish Government strategic priorities³⁸ as well as demonstrating how local and national priorities combine. The absence of indicators of success in the Annual Policing Plan was raised by the SPA. The same observation was made of local policing plans by partners and council members in Fife during our inspection. This is discussed further at paragraphs 47-48.
38. During our inspection we looked in detail at how national priorities were brokered into the Fife local policing plan and how local priorities were set. We found clear evidence that these were based on reference to key documents, extensive analytical research, and community consultation. We found that a clear hierarchy exists, linking national and local priorities and have illustrated this in Appendix 2 – The Links between Local and National Priorities. In this appendix, we have started by identifying the priorities set by local communities in each of Fife's 23 Multi-Member Ward Plans to demonstrate the links between local and national policing priorities, the strategic objectives set by the SPA and the national outcomes set by the Scottish Government.

³⁷ <http://www.spa.police.uk/assets/128635/strategic-police-plan-web>

³⁸ <http://www.scotland.gov.uk/Topics/Justice/policies/police-fire-rescue/police-scotland/StrategicPolicePriorities>



The Local Policing Plan

39. It is a requirement of Section 45(1) of the Act³⁹ that 'A local commander must involve the local authority in the setting of priorities and objectives for the policing of its area'. We found that the priorities within Fife division's Local Policing Plan⁴⁰ were identified as a result of analysis of key data; utilising evidence from a range of sources and documents including national, partnership and local strategic assessments. We found evidence of consultation with local people and other organisations that was based on a nationally prescribed format.
40. In January 2014 a draft plan was presented to the Fife Safer Communities Committee, which has the delegated authority to approve the plan on behalf of Fife Council. Members of the committee were asked to comment on the Plan as part of the consultation process. Some local authority officers and members expressed concerns that they did not feel as involved as they had in previous planning processes and had simply been presented with a draft plan for comment. Prior to Police Scotland, consultation arrangements had involved key partners and members in identifying priorities at private briefing sessions and development conferences⁴¹. As a consequence of the new process, some expressed the view that there was no sense of shared ownership of a plan. There were others, however, that felt that the priorities would still have been the same and that they were reflective of the partnerships priorities. We note also that following consultation with members the draft plan was amended to take account of comments received and the plan was approved at the March 2014 meeting of the Safer Communities Committee.
41. Section 47 of the Police and Fire Reform (Scotland) Act 2012 provides the statutory basis for the preparation of Local Policing Plans and specifies how plans must be developed in conjunction with the relevant local authority and the information that must be contained within each plan. This includes identifying the main priorities and objectives for the policing of each local authority's area; the reasons for selecting priorities and objectives, arrangements for local policing and how the priorities, objectives and arrangements are expected to contribute to the delivery of outcomes within local community planning arrangements. In order to ensure consistency of approach and meet the requirements set out in the Act, Police Scotland has adopted a standardised template for plans that contains 11 key sections.

³⁹ [Police and Fire Reform \(Scotland\) Act 2012](#)

⁴⁰ [Police Scotland: Fife – Local Policing Plan 2014-15](#)

⁴¹ [Best Value Audit and Inspection of Fife Constabulary and Fife Police Authority](#)

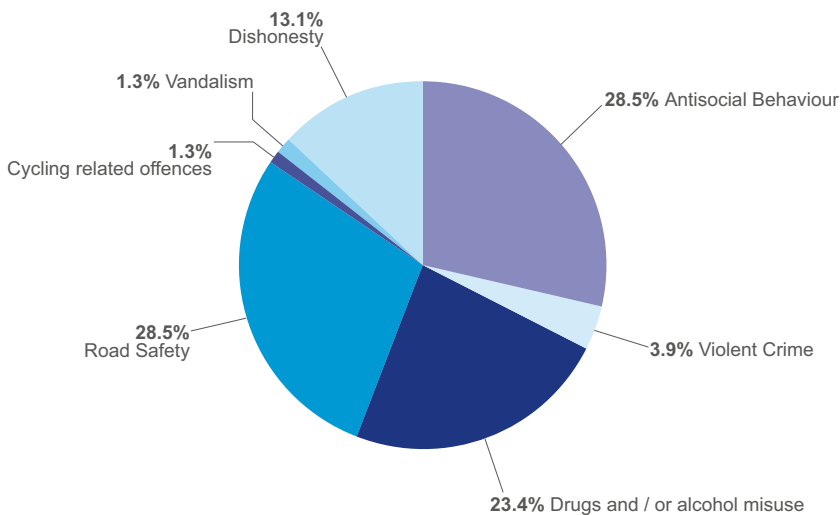


42. We have examined the Fife Local Policing Plan against the requirements of the Act and provided our assessment at Appendix 3 – Fife Local Policing Plan – Assessment against Legislative Requirements. The Plan sets out how policing services will be delivered locally; provides generic detail of the range and extent of the consultation undertaken and outlines local priorities. It also describes how they relate to National Justice Outcomes⁴², priorities from the SPA’s Strategic Police Plan⁴³, Police Scotland’s Annual Police Plan⁴⁴ and Fife Partnership Single Outcome Agreement (SOA) of Making Fife’s Communities Safer⁴⁵. We are satisfied that Fife’s plan meets the requirements of the Act.

Multi-Member Ward Plans

43. Sitting below the Local Policing Plan are 23 Multi-Member Ward Plans (MMWP)⁴⁶ each containing three or four ward priorities. These priorities were identified during consultation and ongoing dialogue with local communities. There are seven priorities identified in all 23 Fife plans, with drugs/alcohol misuse and road safety shown as key priorities in all areas. All the priorities identified in the MMWP are illustrated in the Chart 3.

Chart 3: Priorities Identified in Fife Multi-Member Ward Plans



42 [Scottish Government: the strategy for Justice in Scotland](#)

43 [Scottish Police Authority: Strategic Police Plan](#)

44 [Police Scotland: Annual Police Plan 2014-15](#)

45 Fife’s Community Plan 2011-2020

46 Multi-Member Wards were introduced in 2007. Each council area is divided into Multi-Member Wards with several elected members each having an equal responsibility for the whole ward.



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44. We found that the 23 plans were generally similar in style and content. Each provided details of the priorities and some generic information on police activity to achieve them e.g. regular speed checks to detect offenders and high visibility and plain-clothes patrols in key locations to disrupt crime. None of the plans contained any information about what success might look like or the effect of that activity on crime and disorder rates in the area.
45. We recognise there is value in local priorities being articulated in a suite of plans that sit below the local policing plan and focus on the specific priorities that exist across different localities. While the national adoption of standardised Multi-Member Ward Plans has been helpful in promoting localism, feedback from stakeholders during our inspection suggested that Fife Division would benefit from a rationalisation of the current 23 ward plans and the interdiction of sub-local policing plans that better reflect localities, partnership service delivery and support place based approaches. In Fife the council is structured around seven localities, each with a member led area committee (paragraph 69). Many of those we spoke to felt that seven plans would have been a better fit in Fife in terms of the policing contribution to meeting localised services. We are aware that these observations are not constrained to Fife and have resonance in other local authority areas across Scotland. We therefore consider there is an opportunity for Police Scotland to review its planning processes for 2015-16 and seek to empower all local commanders and scrutiny groups across Scotland to agree a suite of sub-local policing plans that better meet local needs and reduce bureaucracy.

Recommendation 2: Police Scotland should reconsider the national requirement for Multi-Member Ward Plans for 2015/16 and empower local commanders and local scrutiny groups to develop sub-local policing plans that better reflect localities, partnership service delivery and support place based approaches.

46. In doing so Police Scotland should ensure that its methods of data collection are sufficiently flexible to provide a range of information that suits the requirements of local plans, structures and supports the future development of place based approaches.

Recommendation 3: Police Scotland should ensure that its methods of data collection are sufficiently flexible to provide a range of information that meets the requirements of local plans, sub-local plans and supports place based approaches.



Measuring Performance

47. To monitor its operational performance against national and local priorities Police Scotland has developed a framework comprising a range of Key Performance Indicators (KPI) and targets covering a range of activities and crime data. These are gathered using the Scottish Management Information System (SCOMIS) and provide a consistent approach to monitor and report performance across Scotland. Divisions are provided with weekly and monthly reports to support analysis and intelligence-led policing and to maintain focus on 'Keeping People Safe'.
48. Local performance targets have been set for the division for 2013-14, but these have not been published or shared with partners. Partners commented during our inspection that both the Fire and Rescue⁴⁷ and NHS⁴⁸ partners in Fife provided performance measures in their respective local plans to demonstrate the achievement of outcomes against local priorities. The local policing plan for Fife contains no specific performance measures. An opportunity therefore exists to empower local commanders and have them engage with local authorities and community planning partners to identify and agree key performance measures for the local priorities contained within future local policing plans and Single Outcome Agreements. When combined with effective public performance reporting, this would strengthen localism and tangibly demonstrate to communities that their local police are delivering against specific local priorities.

Recommendation 4: Police Scotland should consider ways to involve local authorities and community planning partners in the identification of key measures for the agreed priorities within local policing plans and single outcome agreements and should regularly update communities on their delivery through effective local public performance reporting.

⁴⁷ Scottish Fire and Rescue Service: Local Fire and Rescue Plan For Fife 2014-2017

⁴⁸ NHS Fife: [Local Delivery Plan 2014-15](#)



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49. The targets given to the division have been set centrally by Police Scotland and seek improvements against the previous year's performance. Concerns were expressed by some officers that setting divisional targets in this way does not take cognisance of previous good performance and establishes challenging targets in excess of the national average. For example, the detection rate target for Hate Crime in Fife was 85% during 2012-13 and the division exceeded this by achieving 90.3% against a national average of 78.4%. The target for 2013-14 has been set for 92%, whereas the force target is set at 80%. While we believe there could be greater transparency around individual target setting, we support the approach that Police Scotland has taken in seeking continuous improvement. We consider this protects strong local performance from falling to a lower national average.

Leadership

50. The division is led by the Chief Superintendent, supported by a senior management team comprising a Superintendent (Operations), Superintendent (Support) and Superintendent (Crime). Three Chief Inspectors operate as local area commanders and have responsibility for delivering day to day local policing. The command team have a good blend of skills and experience. Three members of the senior management team are legacy Fife Constabulary officers and provide a comprehensive understanding of the division and its local communities. Another member previously worked outwith Fife and offers perspectives gained by working in a different policing environment. We support the approach by Police Scotland to provide a mix of experience within divisional senior management teams across Scotland, blending local officers with those who have worked in different areas.
51. Operational competence of senior officers is maintained by attendance at relevant training such as Firearms Commanders Refresher training and re-assessment. On-call arrangements are such that officers now provide cover for other divisions, which has increased considerably the number of incidents they deal with; helping to improve their knowledge and skills. Firearms commanders commented that the move to the single service had benefited them greatly in terms of their exposure to firearms incidents.



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52. We noted concerns over resilience within the senior team, with all superintending ranks reporting that they routinely worked between 50 and 60 hours per week. None routinely record their working time, despite the fact there are facilities available to do so within the divisional resource management system. The Working Time Regulations 1998⁴⁹ are applicable to policing and we found evidence that working time was properly recorded by operational officers and staff.
53. This issue has been raised as a matter of concern by the Association of Scottish Police Superintendents (ASPS) and a recent survey of members⁵⁰ found that long hours were a matter of routine and a growing problem that impacts on quality of life, resilience and the health of senior officers. We acknowledge that in establishing Police Scotland there were occasions where long working hours were necessary in order to achieve a successful transition but given that Police Scotland has been in existence for 18 months, there is now a need to establish normal working patterns for senior staff to ensure resilience and the sustainability of the new ways of working.
54. We understand that ASPS has been in discussion with Police Scotland over the impact this has on its members' health and wellbeing and that a working group is being established to explore ways to improve the situation. At the time of writing the working group has not met. **This is an area of concern to us and we will closely monitor the outcome of this working group.**

Direction, Control and Management of Performance

55. The Division has a strong focus on achieving improvements in performance based on national KPIs and delivery against the Fife partnership SOA. There is a structured approach to the direction and control of day-to-day business operating seven days a week, which effectively links local operational issues into national oversight, (See Figure 2 – Fife Divisional Structure). Local area commanders chair daily tasking and co-ordinating meetings within each area command. These feed into the divisional meeting chaired by the divisional commander or one of the superintendents; ensuring senior divisional daily oversight of activity. We observed the process by attending these meetings at all levels. We noted an emphasis on local priorities underpinned by a focus on incidents relating to vulnerable people such as domestic abuse, child protection, missing persons and those events likely to

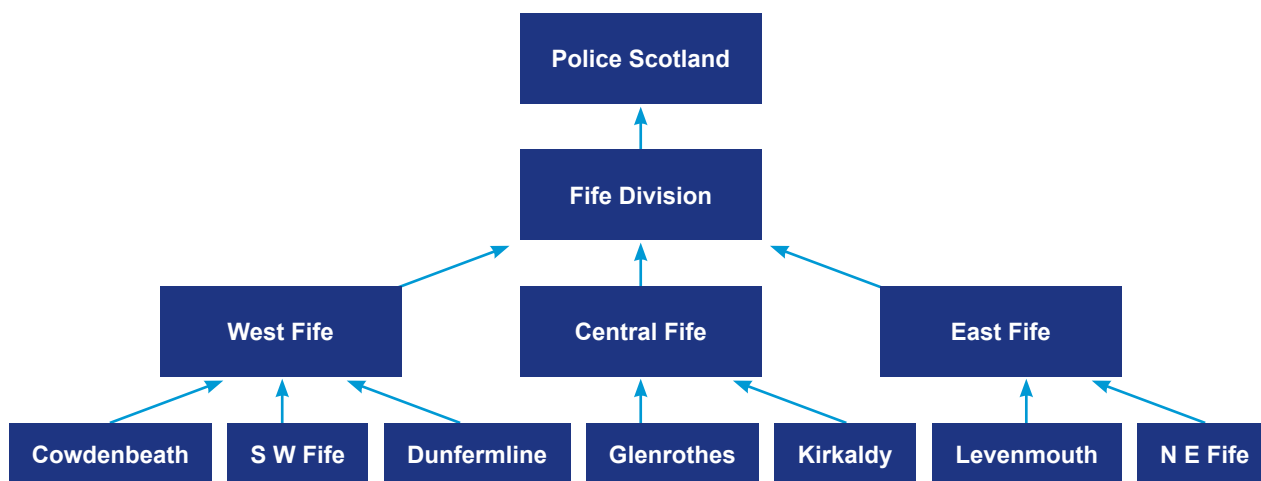
⁴⁹ The Working Time Regulations 1998: <http://www.legislation.gov.uk/ukSI/1998/1833/contents/made>

⁵⁰ The Association of Scottish Police Superintendents: Member's Resilience Survey 2014



have significant local impact. We consider this is an effective approach; enabling managers at all levels to make informed decisions about priorities and resources. It supports early intervention by the most appropriate policing resources responding to incidents and events within the division.

Figure 2: Fife Divisional Structure



56. These arrangements were introduced nationally by Police Scotland to provide a greater operational focus within divisions than that which existed under the previous legacy arrangements. They also provide an effective mechanism for each division to link to the wider daily regional and national tasking and co-ordination arrangements, which aim to ensure that critical incidents and resourcing issues can be flagged quickly. This allows for decisions on the deployment of regional and national specialist resources in support of the division to be made timeously.
57. Oversight of performance and emerging trends is provided through the co-ordinated structure of management meetings. These are supported by the performance management framework (paragraphs 47-48) which provides detailed information on priority crime types and targets to the divisional command team on a weekly basis. This gives the command team a clear picture of divisional performance and informs resource allocation decisions to address medium and long-term trends of current and emerging crime and disorder problems.



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58. Within Police Scotland the divisional commander is accountable to the force executive for the effective and efficient policing by the division. This takes the form of reporting to the Assistant Chief Constable (ACC) – Local Policing East and the Deputy Chief Constable (DCC) – Local Policing. The ACC has regular one-to-one contact with the Fife divisional commander and his command team and holds regular meetings with divisional commanders across the east to discuss regional issues and communicate national policy. The DCC chairs monthly performance meetings that scrutinise the performance of all 14 divisions and their contribution to the national picture. We did not inspect these arrangements on this occasion.

Visibility and Communication

59. Visibility of leaders and their effective communication of the organisation’s vision and values ensures that those charged with putting them into practice have a clear understanding of what the service is trying to achieve and their role in delivering it. Achieving this helps translate the vision into reality, while effective direction and control provides the impetus to maintain and improve the delivery of outcomes.
60. We found a strong sense of local identity amongst officers and staff in Fife, which is also expressed in the Local Policing Plan with its blend of national and local priorities and clearly articulated vision and values. The Divisional Commander’s introduction is personal and directed at ‘Fifers’; giving a clear indication of the ‘local’ approach to policing. The Local Policing Plan was communicated to officers and staff through a series of senior management team briefings. We took the opportunity to attend one of these events. This was opened by the Divisional Commander with a message of thanks to staff for hard work in maintaining performance during the first 12 months of Police Scotland. Individual officers and staff gave short presentations outlining some notable successes in the past year. The plan itself was presented by those charged with its delivery, rather than the divisional commander. The division’s approach is based on three key elements, namely Skill Set (paragraphs 98-102), Structure (paragraphs 126-133) and Processes (paragraph 72-75) to ensure the right people are in the right places doing the right things. The overarching message throughout was that the division would continue to focus on the broad outcome of keeping the people of Fife safe.
61. Key messages are further reinforced by the Divisional Commander and his team through regular bulletins circulated by email and via the force intranet or during face-to-face visits to team briefings. We examined a number of commander’s bulletins as part of our inspection and found them to be informative and relevant. Visits to briefings are coordinated by the



Divisional Coordination Unit. The command team have set themselves a target of each attending at least one briefing per week. Our inspection identified that between March and June 2014, 35 out of their target of 48 briefings had been visited. We welcome the commitment by the command team and recognise that other operational responsibilities and size of command team present challenges in increasing attendance. It was noted, however, that there was an appetite from staff for increased opportunity to hear from and give feedback to senior officers.

62. During focus groups with officers and staff we received confirmation of the commitment by the divisional commander and senior team to attend briefings. However some staff expressed concerns that the communication was often one way and raised a number of other issues which are discussed further at paragraphs 97, 105, 108 & 132.
63. The division uses a range of methods to communicate its messages to the public including social media, local press and links in partners' websites. We found that the division is proactive in its approach to getting key messages to the public through local media. The divisional commander holds regular briefings with local media representatives providing updates on local performance, operations and priorities. This has resulted in a number of positive stories promoting local initiatives and accurate reporting of incidents. Local area commanders and community inspectors are empowered to work with the media in their area with similar results as highlighted by the case study below.

Case study – Operation Facet

Substance misuse and in particular drug misuse is a priority in all Multi-Member Ward Plans in the West Fife area but officers recognised an intelligence gap from local communities about the scale of use and suppliers in the area. Officers worked with the Dunfermline Press and developed Operation Facet which encouraged readers of the newspaper to pass information to the police and identify suspects.

As part of the initiative a freepost coupon was printed alongside news reports as a means of encouraging the public to provide information. These could be cut out and posted to the police. As a result around forty responses were received. The information enabled officers to develop intelligence on the scale and nature of drug misuse in the area and take action as appropriate. A number of operations were conducted that discovered cannabis farms and recoveries of significant quantities of cocaine.



Of particular note was that reporting of the initiative gave particular prominence to the message of 'Keeping People Safe' as well as promoting the local campaign and its positive results.

We consider this to be an example of effective practice utilising a different approach to partnership and engaging the public that has yielded positive results and promoted key messages for the service.

64. Community engagement is a critical component of policing activity and communicating with the public in Fife. The foundation is the Community Engagement Model (CEM), which affords ongoing dialogue with communities. Community officers hold bi-monthly community consultation meetings to identify local policing priorities and officers provide updates on the action taken by the police to address priorities. This has been in place since 2008 and is discussed in more detail at paragraphs 86-89. The CEM is the foundation of a wider engagement matrix that identifies how the division engages with communities, stakeholders and partners to address community area and Fife-wide issues. These range from individual CEM meetings to the Fife Community Planning Partnership. These forums provide an opportunity for ongoing dialogue and enables the division to identify emerging issues that help inform the Local Policing Plan.
65. In addition to the engagement matrix, a series of formal and informal events were held involving communities, community groups and businesses. These helped the division build on its ongoing dialogue and its own analysis of intelligence and crime trends to set its policing priorities.



Local Scrutiny

66. Progress against Local Policing Plan priorities is reported to the Fife Safer Communities Committee⁵¹. Reporting on the 2013-14 plan was through quarterly performance reports that provided crime and disorder data based around some national and local priorities and comparisons against the previous year's results⁵². The reports are structured around a national template but additional local contextual information is provided to give reasons for changes in data. This format meets the requirements of the Act and we found that this was acceptable to the Safer Communities Committee. The Safer Communities Committee has decided that it will provide scrutiny of the latest policing plan and policing services bi-annually. The first scheduled report on the current plan will be due in November 2014. **Local scrutiny is an area of interest to HMICS, which we will continue to monitor.**
67. In addition to performance reports the committee has requested additional information on areas it has identified as concerns. These include national decisions by Police Scotland that have impacted locally such as police control room closures and the use of stop and search tactics.⁵³

Case study – An Example of Effective Local Scrutiny

The committee has taken particular interest in the recorded use of stop and search in Fife, which has seen significant rises locally and nationally receiving widespread media coverage. This resulted in the committee asking the divisional commander to provide a report on the use of the tactic in Fife. The committee received its first report in August 2013⁵³ but was not completely satisfied with the information provided and asked the divisional commander to report back in three months with more detail about the numbers of stops for each search type, e.g. offensive weapons, drugs and alcohol and the ethnicity and age profile of those people stopped.

⁵¹ Section 45 (2) of the Police and Fire Reform (Scotland) Act 2012 enables local authority's to monitor and provide feedback to the local commander on the policing of its area. In Fife the monitoring and scrutiny role in respect of the delivery of Police Services, Fire & Rescue Services and other Community Safety Services is delegated to the Fife Safer Communities Committee. The committee comprises 10 elected members and three representatives from the community safety partnership. Police, Fire and the Fife Councils Community Safety Department report on performance and other activity to the committee.

⁵² Copies of the reports can be obtained at: www.fifedirect.org.uk

⁵³ Copies of the reports can be obtained at: www.fifedirect.org.uk



Further reports were provided in January and June 2014 about which the committee continued to ask questions over the police use of this tactic to satisfy itself that it was being used appropriately and targeted towards the 'right people' at the 'right place' and at the 'right time'. In June the committee asked the Divisional Commander to host a workshop for members of the Safer Communities Committee to improve their understanding of the use of the tactic in Fife and consider the findings of the Scottish Police Authority's review of stop and search. This level of interest and scrutiny has been a contributory factor in the divisional commander seeking to drive improvements both locally and nationally.

This led to Police Scotland identifying Fife division as the location for a pilot programme for stop and search that seeks to:

- develop more robust governance;
- increase accountability;
- increase public confidence and awareness; and
- ensure that stop and search is used to target the right people at the right time in the right place through the effective use of data and intelligence.

The pilot commenced on Monday 7th July and will run for six months. The convenor of the Safer Communities Committee will play an active part in the pilot as a member of the local project board. At the conclusion an independent evaluation will be conducted by the Scottish Institute for Policing Research (SIPR). By raising the issue with the divisional commander the committee ensured he was fully aware of its concerns and those of the communities it represents.

68. We consulted with the Improvement Service during our inspection with particular reference to the development of local scrutiny arrangements in Fife and the approach to stop and search. **We consider this to be an example of effective scrutiny that has influenced both local policing activity and the national debate whilst affording the police the opportunity to explain and develop a shared understanding of the impact of operational activity.**



69. Further scrutiny is provided by Fife's seven area committees. These meetings afford scrutiny at an area level and are open to the public. Local area commanders provide performance updates in a format and frequency as required by the committees. As a consequence there is considerable variance in the style and content of the reports. These differences were noted in the Best Value Review conducted in 2012⁵⁴. Some reports are similar in style to the divisional report, with a blend of data and contextual information, whilst others are predominantly narrative. All reports are based on the priorities contained in the MMWP and Local Policing Plan. Each approach has been developed to suit local requirements and there were no concerns expressed about the process. We consider that these arrangements are ideally suited for scrutiny of locality based plans that sit below the level of the Divisional Plan and lend support to our view that MMWP arrangements should be reviewed (see Recommendation 4).

Scottish Police Authority Engagement

70. The SPA has nominated individual members with a responsibility to provide liaison between the authority and local authority scrutiny groups. We recognise the importance of an established link between national and local bodies and have commented on this previously in our Thematic Inspection of Road Policing⁵⁵. This is discussed later at paragraphs 158-160.
71. During the inspection in Fife we were made aware of the positive contribution from the nominated SPA lead with respect to national projects that had implications for the Fife area and in particular his engagement around police control room closures. As part of our inspection process we consulted with the SPA member who reported that his liaison with the scrutiny group was particularly useful. His approach was based on the initial guidance issued to SPA members but he has broadened this to cover a range of activity including observing scrutiny meetings, providing comment, advocating and if necessary, explaining SPA actions, discussion and processes. He finds that good two-way communication is mutually beneficial and he has been invited to a number of other related meetings in Fife. Whilst he does not represent the views of the Fife local scrutiny groups at SPA Board meetings, he can articulate the issues of concern to aid debate and decision making. We are fully supportive of this approach which develops a mutual understanding between the SPA and local scrutiny groups.

⁵⁴ HMICS and Audit Scotland (2012), Fife Constabulary and Fife Police Authority, Best Value Audit and Inspection

⁵⁵ HMICS (July 2014): Thematic Inspection of Road Policing - <http://www.hmics.org/sites/default/files/publications/HMICS%20-%20%20Thematic%20Inspection%20of%20Road%20Policing.pdf>

Planning and Processes

Key Findings

- Fife division has benefited from increased access to specialist resources as a result of police reform.
- Ambiguity exists over the responsibility for debriefing specialist staff and collating and evaluating their contribution to local policing.
- The Enhanced Community Engagement Model is effective practice in taking policing closer to local communities.
- Police Scotland has worked hard to rationalise the number of policies and procedures, but this has caused concerns about the volume of information being provided to officers and staff.
- The introduction of national approaches has resulted in some increases in bureaucracy but this should be resolved with the introduction of integrated ICT systems.

Processes

72. The establishment of a national service has brought about a standardisation of key processes to ensure a consistent approach to service delivery across Scotland. Standard Operating Procedures (SOP) are used by Police Scotland to ensure ‘a fair and consistent approach is taken in service delivery.’ They ‘combine guidance, information and instruction for officers and staff, describing in practical terms the work or activity to be carried out.’⁵⁶ At its inception Police Scotland identified around 1,500 different SOP being used in the eight legacy forces, SPSA and SCDEA, along with several thousand supporting guidance documents and forms. An ongoing review has aimed to reduce these to ensure a consistency in approach. At the time of our inspection the number of SOP had reduced to 214, supported by approximately 800 guidance notes and 7,000 forms. It is anticipated the number of guidance notes and supporting forms will decrease significantly with the introduction of integrated ICT systems. We recognise the challenges faced by Police Scotland in bringing together the multitude of policies and procedures from legacy forces and welcome the progress that has been made.

⁵⁶ Policies and Procedures – Police Scotland: <http://www.scotland.police.uk/access-to-information/policies-and-procedures/>



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73. During our inspection some officers and staff expressed concerns about the pace of change which had resulted, on occasions, in information overload. Officers suggested that they often faced a multitude of emails relating to change and would on occasions delete these without reading them. Clearly this practice has the potential for key messages to be lost and increases the risk of new procedures not being consistently followed. We understand from Police Scotland that the review process is reaching a stage where the pace of change will slow to routine reviews. This should reduce the volume of communications to officers and staff.
74. Increases in bureaucracy were a recurring concern expressed by officers and staff during our inspection. This has obvious implications for the management of overall demand and the ability of officers and staff to deal with incidents timeously. Some officers commented on an increase in bureaucracy brought about by the introduction of the interim Vulnerable Persons Database (iVPD), while others acknowledged the increased bureaucracy was necessary in the short term to improve standards.
75. We note the concerns from staff and recognise that a contributory factor to increased bureaucracy is the conflict associated with introducing standardised national processes and procedures without the support of integrated ICT systems. **We are aware that Police Scotland are working towards integrated solutions through the i6 programme⁵⁷ but we will continue to monitor the impact of standardisation of processes on levels of bureaucracy as we continue our inspection programme.**

Planning and Support

76. The Divisional Coordination Unit (DCU) manages the division's back office planning and coordination functions to ensure the division has the capacity and capability to respond to significant incidents and events. The unit acts as a point of contact to request the assistance of the broad range of resources that are now available to support operational activity.
77. Locally the division has its own Alcohol and Violence Reduction Unit (ARVU), which provide the divisional capacity for high profile patrols in disorder hot-spots, licensing checks and the monitoring of perpetrators of violent crime and domestic abuse who pose a high risk of re-offending. Officers from the AVRU and the division suggested that deployment of the AVRU was most effective when working with local resources in a co-ordinated approach.

⁵⁷ i6 is an information management programme designed to deliver common policing practices and a more effective and efficient way of recording, managing and using information through the provision of a fully integrated single policing IT solution.



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78. There is also a general policing 'flexi-team' within the division, comprising a Sergeant and eight Constables. They are available for high profile patrols and to assist with certain operations, for example they can be combined with teams from other divisions to form Police Support Units (PSU) to support significant events such as marches, demonstrations and situations where there is the potential for significant disorder.
 79. The DCU is also responsible for planning for significant events that take place in the division and has the capacity and capability to deal with most events that take place within Fife. However, the coming months present new policing challenges as St. Andrews will host the Open Golf Championship in 2015 and both Cowdenbeath and Raith Rovers Football Clubs are in the SPFL Championship. The implications for the football clubs are that they will play Scottish teams with a strong supporter base, which is likely to result in increasing attendances and require more police resources.
 80. At the time of our inspection planning for these challenges had begun with a team assigned for the Open Golf Championship and football match commanders conducting risk assessments of forthcoming fixtures. The planning has involved discussions with clubs to ensure crowd safety arrangements are adequate and a request has also been submitted to the Scottish Football Association to ensure there would be no clash of Raith Rovers and Cowdenbeath home fixtures that involved teams with large away support. The 2014-15 fixture list confirms that this has taken place.⁵⁸
 81. We found that local policing receives regular support from both the Specialist Crime (SCD) and Operational Support (OSD) Divisions through the provision of access to national specialist resources.
 82. Support from the SCD was described as good, especially in relation to the investigation of homicide. Specialist resources have been deployed in the division on several occasions since April 2013 and have dealt with the end-to-end investigation; allowing the division to carry on with its normal business without further abstractions of local detective officers. Deployments of this nature are provided in all cases of homicide (including unexplained and suspicious deaths) and are a tangible example of where police reform and the move to a single force has delivered more equal access to specialist support and national capacity.

⁵⁸ [Championship 2014/2015 Fixtures](http://spfl.co.uk/championship/fixtures/) <http://spfl.co.uk/championship/fixtures/>



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83. Some staff identified potential gaps in the provision of support for significant non-homicide investigations that did not meet the threshold at which SCD resources become automatically available. However, SCD has confirmed that it will provide support to divisions for non-homicide investigations (e.g. abduction, rape and long-term missing person enquiries) through a formal tasking process. Divisional requests for support are considered centrally at the SCD tasking and coordination meetings and decisions are made based on competing priorities and the resources available. We welcome this approach and the tasking of national specialist assets in support of local policing. We will examine this further during our local policing inspection programme.
 84. Operational Support Division provides specialist resources such as Road Policing, Air Support, Dogs, Horses and specialist search teams. The DCU coordinate the bidding process to access these resources on behalf of the division. We found that the division has made good use of the OSD resources that were now available through the creation of Police Scotland. This is illustrated in the following case study:

Case study – The Glenwood Initiative

The Glenwood Centre, Glenrothes is a small shopping centre within an area of high social deprivation. Local analysis and consultation with local residents, elected members and partners identified that problems associated with the area were having a serious impact on the quality of life of local people. A group of individuals residing in the area were involved in the supply and distribution of controlled drugs. Their activities were linked to violent crime, drug and alcohol misuse and anti-social behaviour. This, and the associated social deprivation, were contributing to physical problems at the centre including lack of maintenance and poor lighting.

The scale and organised nature of the criminal activity at Glenwood required a co-ordinated response involving both divisional and specialist resources. In the past this would have proven difficult for Fife Constabulary as it would have necessitated significant disruption to local policing in order to gather the number and skills necessary.

An initiative commenced in April 2013 with a zero tolerance approach to criminal activities in the area. Several policing operations took place over a number of months including simultaneous drugs operations involving a combination of local policing and OSD resources. This resulted in a number of arrests of the main offenders who were subsequently charged with drugs offences.



The combined action was followed up with regular high profile patrols throughout the summer of 2013 involving local and OSD officers who continued to press home the zero-tolerance to crime message through the targeted use of stop and search powers to deal with weapon and drug possession and alcohol related offences.

This approach resulted in significant reductions in violent crime and disorder in the area. Local residents reported they had seen a noticeable improvement in the area and regeneration work has begun in the area with two new substantial shopping developments being built by national retailers in the area. This suggests the initiative has contributed to a renewed confidence in the area and that the quality of people's lives has improved.

85. The process for accessing OSD support was reported by staff to be relatively straightforward, but we found some ambiguity in terms of the responsibility for debriefing specialist staff and evaluating the contribution of specialist officers. Some officers expressed concerns that following deployment, OSD resources would leave the division without providing an update on what they had achieved during their time there. This was particularly relevant for deployments involving high profile patrols and measuring activity in areas suffering high rates of disorder or patrolling areas associated with problems relating to licensed premises and nightclubs. We have consulted with the OSD and confirmed that it is the responsibility of the host division to ensure the resources are suitably briefed and debriefed when deployed to a division, although practices vary between divisions. We consider that intelligence and performance monitoring opportunities are being missed by not formally debriefing officers following their deployment in the division.

Recommendation 5: The Divisional Commander should introduce a debriefing process to gather intelligence and capture the outcomes from OSD resources when deployed in Fife division. This should be used to inform an assessment of the effectiveness of the OSD activity and its contribution to local priorities.

Community Engagement

86. Fife uses its legacy community engagement model to assist in local planning and improving services. Community officers hold regular meetings at a local level so that communities can raise concerns about policing services and identify priorities in their area. In turn, officers provide information about crime and disorder levels and their local policing activity. We took



the opportunity to attend some meetings during the course of our inspection. Attendance levels were mixed, but the information provided was relevant and well received by the public. We observed a good level of two-way dialogue between the police and community members that afforded a real opportunity for the public to influence local policing and for the police to gain a greater understanding of the impact of their activities.

87. The legacy model was subject of independent evaluation in 2011⁵⁹, which identified that it ‘gives the community a voice in identifying policing priorities and holds the police to account if they are not delivering’. That review also found that many of the issues that were being raised were non-police matters, e.g. environmental or housing. As a consequence an Enhanced CEM (ECEM) pilot was established by the division in Glenrothes in January 2013, which brought other partners to these meetings in order to pick up directly any issues.
88. The ECEM pilot was evaluated by Fife Council Corporate Services Department and reported to the Safer Communities Committee in March 2014. The evaluation reports that ‘Fife police have clearly been embracing the public sector reform agenda by initiating a means of engaging with the community... and promote a joined up approach amongst other public sector partners’⁶⁰. Work is now in progress to extend the ECEM across Fife.
89. There were concerns raised by some partners and officers about the long-term sustainability of the model because of the number of meetings in the current structure and because of recent changes to the local policing model (paragraphs 126-160) that could affect the ability of officers to attend meetings. There are around 90 meetings in the existing structure and work is in progress to rationalise these to a more manageable level with administrative support from the council. Although this approach is not unique in Scotland, **we consider the ECEM as an example of effective practice that takes policing closer to communities.**

Divisional Learning

90. The division has a process in place to identify good practice and learning from local police and partnership initiatives. We were provided with details of a number of cases during the course of our inspection including the Glenwood Initiative (paragraph 84) and Operation Facet (paragraph 63). The Divisional Commander has the opportunity to share examples

⁵⁹ Scottish Institute for Policing Research (2011): Police Officers’ Perceptions of the Operation and Impact of the Community Engagement Model in Fife, Hunter, J, Fyfe, NR and Brown, DM, Dundee AND Community Perceptions of the Operation and Impact of the Community Engagement Model in Fife, Hunter, J, Fyfe, NR, Dundee.

⁶⁰ Fife Safer Communities Committee, March 2014: Evaluation: Enhanced Community Engagement Model pilot Glenrothes 13/14



of learning and good practice with other commanders across Scotland through the monthly commanders meeting chaired by the DCC.

91. The division has identified local risks that may affect its capacity to provide an effective service. A divisional risk register is in place with mitigating actions appropriate to the level of risk identified. The process is based on nationally prescribed procedures that are still being developed. **We note the progress that has been made in Fife and will monitor this in terms of local risk management as we continue our inspection programme.**
92. The division has an internal audit process which aims to provide assurance that processes and procedures are being delivered efficiently and effectively with integrity. This is a legacy Fife Constabulary process that examines the management of a number of internal processes such as the administration of officer notebooks, found property, vehicles and health and safety. Our inspection found that this is still current with health and safety visits conducted during December 2013 and vehicle audits conducted in May 2014. We are reassured that this legacy approach has been continued by the division and would expect this to be standard across all divisions in Scotland. **We will maintain our interest in local assurance processes and revisit this issue as we as we continue our inspection programme.**

Service Standards, Public Satisfaction and Confidence, Complaint Handling

93. To gauge levels of confidence and satisfaction Police Scotland has introduced a process that requires divisions to complete a set number of service user surveys by telephone each month. Fife Division is required to complete 59 each month and the results are aggregated to provide an indication of overall levels of confidence and satisfaction in the division over time and in Police Scotland overall.
94. Questionnaires are generated centrally and sent to the division ensuring a degree of randomness and independence to the process. One Fife officer conducts all surveys to ensure a consistent approach is taken. Participants are asked questions including their:
 - perceptions in terms of how they would rate their overall satisfaction with how their incident was dealt with by Police Scotland, taking their whole experience into account; and
 - perceptions in terms of how they would rate their confidence in Police Scotland as a direct result of how their incident was dealt with.



If particular issues are identified the division provides feedback to staff e.g. keeping people informed regarding investigations. Satisfaction and confidence are key outcomes for Police Scotland that require robust monitoring processes. **We recognise that data gathering is ongoing (paragraphs 25-28) and we will continue to monitor this closely as we progress our programme.**

Complaint Handling

95. The complaint handling process is a national function coordinated centrally through the Professional Standards Division (PSD). The complaints procedure is set out on the Police Scotland website⁶¹. In Fife the first point of contact for a dissatisfied member of the public will usually be an officer at the rank of sergeant. Unless the complaint involves a serious allegation, an attempt will be made at this stage to resolve it. If this is not possible, the complaint is passed to PSD for recording before being returned to the division for investigation. Response inspectors investigate minor complaints and those relating to quality of service. More serious cases and allegations of criminality are investigated by PSD. During our inspection we consulted with PSD and no concerns were highlighted in respect of complaints or compliance with the complaints handling process in Fife. Divisional performance in relation to complaints is covered at Paragraph 29-31.
96. HMICS is interested in the complaints handling process in terms of its contribution to driving improvement. The Police Investigations and Review Commissioner⁶² (PIRC) has responsibility to undertake independent investigations into the most serious incidents involving the police including the discharging of a firearm by a police officer, deaths in police custody and, where directed by the Crown Office and Procurator Fiscal Service, allegations of criminal conduct by police officers. The PIRC also provides independent scrutiny of the way Police Scotland respond to complaints from the public. Copies of complaint handling reviews are supplied to the Chief Constable and the SPA and are published on its website. The SPA Complaints sub-committee maintain an overview of PIRC reviews. HMICS maintains regular liaison with the PIRC and use the output from reviews to inform scrutiny risk.

⁶¹ <http://www.scotland.police.uk/about-us/police-scotland/complaints-about-the-police/>.

⁶² Further information on the roles and responsibilities of the PIRC can be found at their website: <http://www.pirc.scotland.gov.uk/>

People

Key Findings

- The transition to a single service has been made swiftly and has not detracted from the delivery of local policing, however the pace and nature of change has affected the morale of officers and staff and more needs to be done to improve internal communication and engagement processes.
- Police Scotland should expedite plans for a staff survey to understand staff concerns and establish a baseline for improvement.
- Officers and staff have a strong sense of local identity and affinity with the communities of Fife.
- There is a commitment to mainstreaming equalities throughout every aspect of local policing.
- There is a good understanding of the diversity of communities and established links with community groups through the equalities officer and community officers.
- The division has introduced a talent management programme to provide opportunities for selected individuals to develop their skills and experience.

97. The transition to a single service has been made swiftly and involved significant change for officers and staff in terms of structures and working practices. The transition to a single service has not detracted from the delivery of local policing. During the course of our inspection we met with staff associations to identify any issues specific to the division. The issues they raised were in keeping with the comments made by officers and staff during focus groups and interviews. These included the view that officers and staff had received insufficient information about the rationale for change and the individual implications on them. The nature and pace of change has left many individuals unsure as to their role or future within the organisation, which has affected morale and motivation. Police Scotland has recognised these issues and is considering a number of options to address this situation.



Skills and Development

98. At the time of this inspection there was no national appraisal system for officers across Scotland. This is subject to national review by Police Scotland and is still work in progress. In the meantime, the division has maintained the legacy Fife Constabulary appraisal system to review police officer and staff performance and identify learning and development opportunities. The legacy system is automated and generates regular management information to ensure the process is used effectively and appraisals are completed timeously. In keeping with the ‘process, skill set, structure’ approach adopted by the division (see paragraph 60), learning and development requirements are monitored using the system. Requests are assessed and prioritised so only that which is deemed essential to the role is progressed.
99. We note that recent promotion processes in Police Scotland are based on the national ‘Skills for Justice’ competencies⁶³ and differ from those in the legacy Fife appraisal system which are based on the Association of Chief Police Officers in Scotland (ACPOS) competency framework. Some concerns were expressed to us regarding this and questions were raised by the division as to the relevance in maintaining the Fife system given the different frameworks. We would expect the national appraisal system to integrate with the competencies used for promotion processes. However, in the absence of a national appraisal system we support the continued use of the legacy system. **We will then monitor progress with regard to national appraisal system as we continue our inspection programme.**
100. At the inception of Police Scotland some challenges were met locally when the division sought to deliver learning and development inputs for officers and staff. This was due to the transfer of responsibility for the development and co-ordination of learning and development from the legacy local arrangements to the People and Development directorate within Police Scotland. This transition has taken some time to embed but the process has progressed to the extent that we identified no significant issues in terms of the service provided to Fife division.

⁶³ <http://www.sjvk.com/ppf/>



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101. To encourage individuals to develop their skills and experience the division has introduced a local Talent Management Programme. This seeks to identify career development opportunities for officers who have high potential. The programme supports officers in four ways:
- The division identifies individuals qualified to the rank of sergeant and inspector and places temporarily them in the rank to expose them to the development opportunities that come with performing in the role.
 - The division has identified that 70% of female sergeants had been in that rank for over five years due to concerns over changing roles, which had wider personal implications (e.g. child-care arrangements). By offering temporary roles and support, a high proportion went on to achieve success at recent promotion processes.
 - Area commanders are empowered to provide short-term secondments for officers in local policing roles e.g. community teams, CID, CIU and specialist roles e.g. road policing and public protection.
 - The division provides support to officers seeking the many development opportunities that are now available outside the division.
102. At the time of our inspection 35 officers were receiving support in this way. We understand the process has been identified by the service nationally as an example of potential effective practice.

Staff Wellbeing

103. Police Scotland has introduced processes to monitor health and safety. A national group is chaired by the Deputy Chief Constable Designate and feeding into this are regional and divisional groups. We found that Fife division has a local health and safety committee, chaired by a superintendent, with representation from officer and staff representative bodies. The committee meets regularly to discuss relevant issues including management reports relating to incidents at work. Recent reports were comprehensive and showed no trends or issues within Fife. The divisional committee also receives reports on health and safety audits conducted within the division.
104. In addition to monitoring of health and safety matters, focus on wellbeing is provided through the monitoring of the hours worked by officers and staff. In contrast to the hours being worked by senior officers (paragraphs 52-54) we found that the hours worked by constables, sergeants and police staff are monitored closely through TOIL, rest days and annual leave entitlements by the divisional resource management unit.
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105. During focus groups officers stated their working hours were monitored and TOIL was kept to manageable levels. However, a number of response and community officers expressed concerns regarding:
- a. The number of times rest days were being cancelled.
 - b. The number of days that were classified as 'red days'⁶⁴ where no time off or short periods of annual leave were permitted.
 - c. Loss of weekend rest days that were reallocated to a midweek day.
 - d. Difficulties with arranging child-care or attendance at family events as a result of a, b and c above.
 - e. The incorporation of public holidays into annual leave entitlements raising the prospect of not being able to take their full allocation because of a and b above.
106. We were informed that the total number of rest days cancelled between 2 January 2014 and 30 June 2014 amounted to approximately 3% of the total number of rest days available in that period. Between 20 December 2013 and 16 June 2014 there were 28 red days. With regard to the reallocation of cancelled rest days we understand that the flexible working arrangements in Fife, which were introduced in 2007, have an additional duty day (locally referred to as the opportunity day) incorporated into the pattern. Opportunity days fall on a Wednesday of every tenth week. The original agreement stated that this day would be the first to be used to reallocate rest days. This arrangement is still in place and accounts for some of the days which are of concern to officers. The incorporation of public holidays into annual leave followed a negotiated settlement between the Scottish Police Federation (SPF) and the service. The result has been an uplift in annual leave entitlement. We understand that the annual leave process is not affected by the issues highlighted above.

⁶⁴ Red days are dates on which there is a known pressing need or demand for officers to work. Approval of an Assistant Chief Constable is required in order to designate a day as a Red Day. There is a restriction on the application of any TOIL, re-rostered rest days and/or annual leave (that is not within a provisional leave period). A level of authorisation within the division is required before time off can be granted on these dates.



107. The divisional command team are of the view that this has been a busy year for the division with major national events placing pressures on the management of time off and annual leave. They would expect some of these pressures to ease and the numbers of red days to decrease in 2015. However, we acknowledge the obvious concern to officers and staff and would expect the Divisional Commander to closely monitor divisional practices in relation to the cancellation of rest days and the management of TOIL and annual leave. Opportunities should be taken to engage with officers and staff to identify and address concerns over divisional practices around time off.

Recommendation 6: The Divisional Commander should monitor divisional practices in relation to the cancellation of rest days and the management of TOIL and annual leave across Fife.

Motivation and Job Satisfaction

108. In addition to the concerns relating to the ability to take time off at certain periods there were a number of other issues raised by officers and staff and their representatives as having an effect on morale. These were:

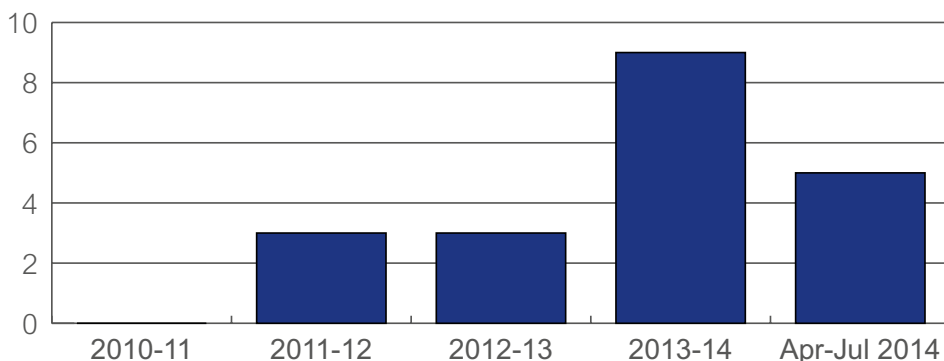
- the impact of changes to local policing teams and the ability of response and community to meet demand (Paragraphs 128-130);
- information overload in relation to change (Paragraph 73);
- lack of information or engagement over structural changes from legacy Fife processes or any ability to contribute or influence change;
- lack of information about officers' shifts during the Commonwealth Games; and
- changes to terms and conditions with particular reference to police pensions and a lack of clarity about the implications of the changes that was inhibiting their ability to make financial planning decisions⁶⁵.

⁶⁵ Home Office Circular 014/2013: further information on long-term police pension reform – https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/259721/Circular_014-2013_-_further_information_on_long-term_reform.pdf



109. We found that senior leaders had identified these issues and attempted to address them. Not all officers were aware of this. We found that the division has no formal mechanism for officers to raise or receive feedback on current issues. Where briefings were attended by senior officers (paragraphs 61-62) there appeared to be no mechanism for feedback and some officers suggested there was limited value in expressing concerns as they felt they weren't always listened to.
110. At the time of this inspection Police Scotland had no Employee Engagement strategy in place. Given this was 16 months after the commencement of Police Scotland, we consider this an opportune time to conduct a staff survey to identify staff concerns and establish a baseline for improvement. Police Scotland has committed to a staff survey in its Corporate Strategy⁶⁶ and we are aware that plans are at an advanced stage to conduct such a survey as part of a wider staff engagement project. These plans will be submitted for approval to the SPA Human Resources Committee in October 2014.
111. **We fully support Police Scotland's proposal to undertake a staff survey and believe that it should be progressed at the earliest opportunity. We will be interested in the results from this survey and will have regard to them during our future inspections.**
112. Some officers suggested that low morale was influencing a rise in resignations by officers. Although the numbers of resignations are extremely low in Fife, there has been an upward trend in resignations as indicated in the Chart 4.

Chart 4: Fife Division Police Officer Resignations 2010-14.



Source Police Scotland

⁶⁶ Police Scotland: Corporate Strategy 2014 (page 29)
<http://www.scotland.police.uk/assets/pdf/138327/150739/policescotlandcorporatestrategy2014?view=Standard>



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113. **We are aware that resignations are being closely monitored by Police Scotland and we will monitor this issue as we progress this inspection programme.**
114. Police staff and UNISON expressed similar views to police officer colleagues, in that they felt they had no mechanism to voice their concerns during the reform programme. Of particular concern were changes to role descriptions which they considered to be too generic and did not take account of the range of tasks they perform. This has led to individuals being uncertain over new structures and line management division they should be working for. They felt that information had been limited and although there had been some briefings about change, these were infrequent and conducted by persons from outside Fife division. Locally, Human Resource advisors supported some elements of the change programme in relation to early retirement or voluntary redundancy but were unsighted on the detailed information that police staff sought about the change programme. As a result staff felt unsure about where their future lay.
115. Both officers and police staff expressed the view that there had been a strong sense of identity within the legacy Fife Constabulary and that there had been a ‘family feel’ about working in the division. The pace and nature of the transition has understandably resulted in a loss of identity within the division. This has been exacerbated through a perceived lack of opportunity amongst staff to raise concerns about the impact of change on their work. In its Corporate Strategy⁶⁷, Police Scotland identifies the importance of empowerment but officers and staff suggested that they had lost some sense of empowerment to contribute to the division by influencing change.
116. We accept that it is inevitable that change on this scale will have an impact on the culture and identity of staff, but this can be anticipated and managed effectively through meaningful engagement. We consider the implementation of effective change requires the support and understanding of those that are involved and affected by that change and effective two way communication can assist in its design and implementation. We take the view that Police Scotland should review internal communication processes at an early opportunity.

⁶⁷ <http://www.scotland.police.uk/assets/pdf/138327/150739/policescotlandcorporatestrategy2014?view=Standard>



This would ensure that key messages are not only reaching the target audience but are also understood and that officers and staff have the opportunity to raise issues for discussion and receive feedback on the outcomes. This will assist officers and staff in understanding the rationale and implications of change. Furthermore this will aid Police Scotland and the division in the early identification of issues that may be affecting the successful implementation of change.

Recommendation 7: Police Scotland should review internal engagement processes to ensure that key messages are understood by officers and staff and that they are able to raise issues for discussion, receive feedback on the outcomes and have the opportunity to participate in change.

Equalities

117. Police Scotland and the Scottish Police Authority have stated their ambition to be an employer which values its different communities, fostering respect for diversity and challenging prejudice and discrimination to meet its obligations under the Equality Act 2010⁶⁸. In doing so there is an acknowledgement that service delivery is inextricably linked to the way staff are treated and confidence in communities requires it first to be built in its own staff. The service has identified a number of equality and diversity outcomes⁶⁹ that will deliver these aims and has implemented an action plan⁷⁰ and governance arrangements to oversee activity.
118. The Deputy Chief Constable Designate is the strategic lead for equality and diversity with responsibility for ensuring compliance with equality duties across the organisation at all levels from local policing to the force executive. A strategic Equality and Diversity Group co-ordinates activity across Scotland and monitors progress against the action plan. The principle aim has been to mainstream equality and diversity principles across the service.
119. One of a number of approaches adopted by Police Scotland to deliver its ambitions for equality and diversity has been to ensure that services are delivered with a focus on '*quality, consistency and accessibility* in accordance with the core values of integrity, *fairness and*

⁶⁸ Equality Act 2010: <http://www.legislation.gov.uk/ukpga/2010/15/contents>

⁶⁹ Police Scotland: Equality and Diversity in Police Scotland 2013: <http://www.scotland.police.uk/about-us/equality-and-diversity>

⁷⁰ Police Scotland Equality and Diversity Update – July 2014: : <http://www.scotland.police.uk/assets/pdf/138327/243045/equality-and-diversity-update-july-2014?view=Standard>



*respect*⁷¹. Police Scotland has introduced an overarching Code of Ethics for policing in Scotland that sets out both what the public can expect from the police and what officers and staff should expect from each other. These standards of service are the foundation for performance achievements and serve to support the integrity with which outcomes are achieved and the way in which people are treated by officers and staff. **We will maintain an interest in the Code of Ethics during our future inspections.**

120. Presentations focusing on organisational values were delivered locally by area commanders within Fife. We observed that this is reinforced at all team briefings, which are closed with a request for officers to consider how their actions that day will contribute to 'Keeping People Safe'. During our visits to police stations we noted that Integrity, Fairness, and Respect posters in are prominently displayed throughout all police buildings.
121. We found that there was a commitment in the division to mainstreaming equalities throughout every aspect of local policing. We found there was a good understanding of the diversity of its communities and established links with community groups through its equalities officer and community officers. An active Lay Advisers' Group assists the division to improve its service by e.g. reviewing hate crimes to identify learning. The local MMWP and Local Policing Plan were all subject of Equality Impact Assessments and this process has been identified by Police Scotland as an example of good practice.
122. There are no formal diversity or equality groups in place for officers and staff within the division. The rationale being that diversity is now considered as business as usual. Some staff were unhappy at previously being asked to attend equalities meetings on the grounds of visibly being of a protected characteristic, whether they self-identified with any relevant group/community or not, and felt confident enough to raise issues with supervisors if they arise.
123. A Fife Constabulary grievance procedure was replaced by a Police Scotland grievance procedure in December 2013. This is published and available to all officers and staff through the force intranet. We found that since April 2013 there have been two grievances raised by police staff in the division both of which were withdrawn following mediation.
124. We note the division's approach to this important issue and will continue to monitor approaches at divisional and force levels as we progress our inspection programme.

⁷¹ [Police Scotland: Annual Police Plan 2014-15](#)

Resources

Key Findings

- Local policing structures are undergoing a process of change to implement national guiding principles and structures. The change is not fully implemented and is subject to review.
- Community and response teams are operating below set staffing levels but are still meeting response times for incidents
- The national approach for the gathering of intelligence with a focus on serious and organised crime has created some gaps in relation to the gathering of intelligence about local priorities.

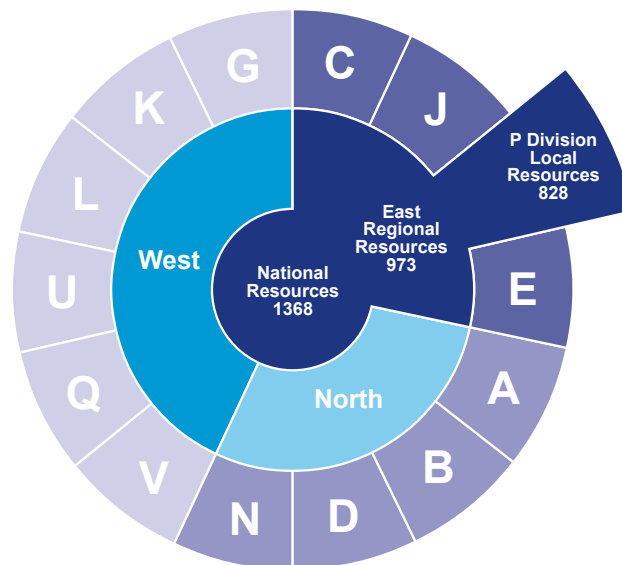
125. The division has access to an increased number of national and regional resources as a result of the creation of a single service. In addition the division makes good use of these resources to meet and reduce demand on divisional resources and makes savings through collaboration with partners. Police Scotland has introduced National Guiding Principles to ensure national consistency across local policing structures. Fife division has taken a phased approach to implementing revised structures, but at the time of the inspection these were not fully understood, nor did they take account of the rural aspect of much of the division. This is perceived to be having a negative impact on Fife's traditional approach to community policing.

Structure

126. Prior to reform, local policing was delivered by the Fife Constabulary Community Policing Division, which comprised seven area commands aligned to the council area structure and each headed by a chief inspector. Following a national review by Police Scotland during 2013, the number of area commands was reduced to the current three namely, Central, East and West Fife. Each is headed by a chief inspector, local area commander (LAC) who has responsibility for operational policing in their area. Across the three area commands there are seven community policing areas aligned to the council structure with each now headed by a community Inspector. This structure is illustrated in Figure 2: Fife Divisional Structure at Paragraph 55.

127. Response and community teams in each area are the public face of the service as the first responders to calls from the public. These are supported by a range of ‘specialists’ based within the division including: Community investigation unit (CIU), CID, Domestic Abuse Investigation Unit (DAIU), Divisional Rape Investigation Unit (DRIU) and local intelligence and analysis officers and staff. The division has 828 officers to address local demands. These comprise 801 response, community and ‘specialists’ and 27 divisional road policing officers. This number is supported by specialist resources at a regional and national level as indicated in the diagram below. Police Scotland data⁷² identifies that the division has an additional 2,341 officers to provide support to local policing. These comprise 973 regional and 1,368 national officers, although these are not necessarily immediately accessible to the Divisional Commander and are subject to other demands.

Figure 3: Resources available to Fife ‘P’ Division.



(Source: Police Scotland) – The outer ring denotes Police Scotland’s 14 divisions by their divisional letter with the expanded section showing P Division for Fife.

⁷² [Police Scotland: Officer Numbers Quarterly Fact Sheets, Quarter 4 - 31 March 2014](#)

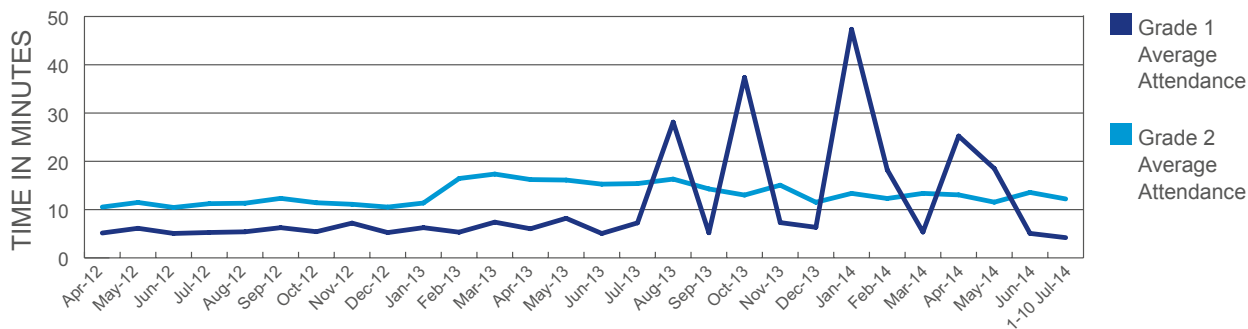


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128. At the time of our inspection the local policing model was subject to a programme of change to implement national 'Guiding Principles for Local Policing'. These were introduced to ensure a degree of consistency under the single service. The principles advocate an 'integrated approach that puts community policing at the heart of operational service delivery'. Teams of community response officers work together dealing with calls from the public supported by CIU and specialist units to address overall demand. The new arrangements required a shift in the balance of numbers in community and response teams so that community officers could deal with more calls than in the past⁷³.
129. Local policing divisions were given the opportunity to be flexible within the overall framework when introducing structures to meet local conditions. Fife division conducted an in depth analysis of demand data, which established initial resource levels for the teams within the new structure. However, during the inspection, some officers expressed the view that these resource levels were not being met. Officers also expressed a view that the demand they were facing individually was increasing and that there were times when staffing levels were so low they were feeling exposed due to a lack of resilience in numbers. At the time of our inspection, we found that nearly 100 (over 10%) of police officers within Fife were unavailable for normal duties. Abstractions were as a result of a range of factors including vacancies due to promotions, officers restricted from frontline duties due to injuries, pregnancy or pending complaints investigations and regular requirement to backfill in custody and provide officers for events in other divisions.
130. Whilst recognising the concerns of officers, we would have expected to find an impact on the divisions ability to respond to overall demand, manifested in a rise in response times. However, the data we obtained (charts 5 and 6) suggests that response times have been maintained or improved during this time.

⁷³ Calls from the public are graded according to urgency with Grade 1 being the most urgent and Grade 6 the least. Under the Guiding Principles community teams would be expected to attend Grade 3 and below calls, although in Fife community officers will deal with only Grade 4 and below calls. This move requires a shift in resource levels, traditionally the ratio between response and community varied between 60-80:40-20, whereas under the new system the ratios should be reversed.

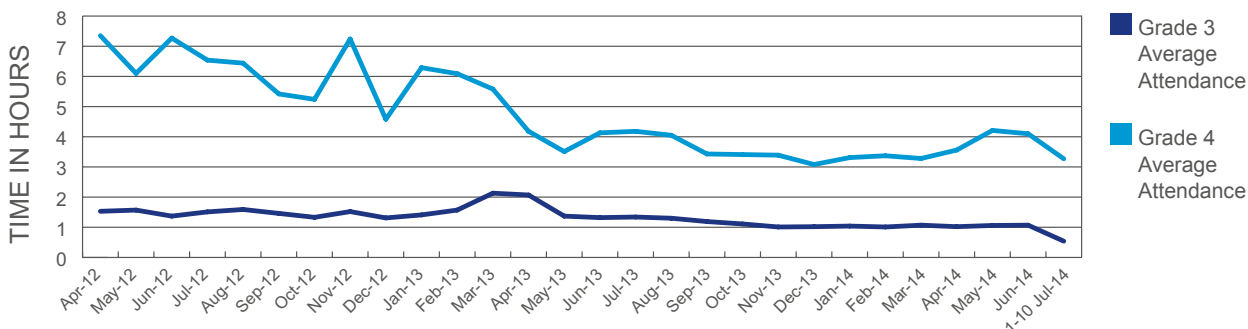


Chart 5: Police Response times for Grade 1 and 2 incidents.



(Source: Police Scotland – the variations associated with Grade 1 incidents are due to the very low numbers of calls)

Chart 6: Police Response times for Grade 3 and 4 incidents



(Source: Police Scotland)

131. Contact, Command and Control Division (C3) introduced the ‘task not ask’ approach whereby Area Control Rooms direct the nearest available policing resource to attend calls from the public. This has meant that, contrary to legacy arrangements, community officers are being directed to attend calls. Previously their primary role had been engaging with communities and partner agencies to identify and resolve local issues through joint problem solving approaches.



132. Focus groups with officers involved in delivering local policing and stakeholders expressed concerns about the impact of the introduction of these local policing arrangements.

These were:

- An imbalance in the demands they now faced and this was causing disharmony between response, community and CIU officers over who should be doing what in terms of meeting demand.
- Community officers were concerned that they were finding it increasingly difficult to engage with communities because of the number of calls they were being required to attend.
- Some key partners and local councillors suggested that they were having less daily contact with officers than they had in the past.
- Some CIU officers were confused about their role suggesting that at times they were being used as support to CID but on other occasions were used to achieve speeding targets rather than provide support to response and community teams.

133. At the time of our inspection the Divisional Commander had elected not to fully implement the National Guiding Principles across Fife and was seeking instead to operate a structure that he believes is better suited to the council area structure. This structure gives Local Area Commanders daily responsibility for response, community and investigative resources. At the time of our inspection, the transition to the new arrangements was incomplete and had resulted in different approaches being taken across the three area commands. The Divisional Commander was aware of early concerns from staff and had self-initiated an interim review to inform the final rollout. This review had been delayed due to the demands of the Commonwealth Games. We are of the view that this review of local policing should be completed as soon as possible, taking account of the views of officers and staff, alongside the issues we have highlighted here and at paragraphs 105, 108 & 132. All staff involved in local policing should fully understand their role and that of others and how each should be working to support the other under the new structure.

Recommendation 8: The Divisional Commander should complete the review of local policing structures in Fife as quickly as possible and should take account of the views of officers, staff and stakeholders.



Physical Assets

134. The management of physical assets is now the responsibility of Corporate Services Division within Police Scotland. Fife division is in the process of developing a local asset management plan, a process which is being co-ordinated corporately to feed in to an overall Estate Strategy. As part of this process an audit has been completed of all physical assets within the division from its buildings to office furniture in order to identify the physical assets at its disposal and identify areas where future efficiencies could be made.
135. The management of the division's buildings was subject to review prior to the formation of Police Scotland. The legacy force entered into a number of agreements with Fife Council and other partners over shared facilities, e.g. Cowdenbeath, St Andrews and Cupar, where officers deliver local policing services from buildings owned by partners. These arrangements have reduced cost for the service whilst maintaining locally accessible services. Work is now in progress to develop a productions⁷⁴ facility within council premises. The provision of safe and secure storage can be costly so developments that share existing assets are of benefit to both partners.
136. One area of concern that was raised during our inspection related to access to vehicles. Officers highlighted that there were periods of time when the number of vehicles available was limited. Prior to the amalgamation Fife Constabulary cut its fleet by 10% to meet anticipated budget constraints. At the inception of Police Scotland a further cut of 10% was made to all divisions irrespective of earlier or recent reductions.
137. The introduction of the new policing structures based on the guiding principles appear to have exacerbated the situation. The principles advocate that in urban areas response teams deal with higher priority calls using vehicles while community officers attend calls using bicycles or on foot. This is based on the assumption that in urban areas demand is concentrated in population areas and within relatively short distances from policing bases. In rural areas community and response teams are combined to account for the unique nature of rural policing. Fife is classified in the model as an urban division, but the population in Fife is spread across a large number of towns and villages with relatively large rural areas in between. As a result there are occasions when access to vehicles is said to be problematic. Some officers reported they were using their own vehicles or public transport to attend community meetings in rural areas.

⁷⁴ Productions are items of property and evidence that comes into the possession of the police during the course of their day to day activity. This can amount to large volumes of items that may be stored for long periods of time whilst investigations are conducted.



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138. The division has recognised the issues with fleet and as a solution are looking to hire vehicles to cover gaps. The division considers this to be a more cost effective approach to buying vehicles outright. However, we believe there is an opportunity for the division's review of local policing structures to take account of the rural nature of the division in the way that it deploys resources and the distribution of vehicles.

Financial Assets

139. The Divisional Policing Plan sets out a priority to protect and improve services within the available budget, currently set at £40.6m. The divisional commander is required to deliver local policing within that allocation and must report on financial performance to the divisional commanders performance meeting. In reality the divisional commander has little influence over this budget as officer numbers are fixed and combine with police staff to account for around 95% of the budget. The only area for meaningful discretion is the overtime budget, which can be used to target operational demand. The overtime budget is around 1.8% of that total and we found that there is effective monitoring of this and the overall budget. The divisional commander receives regular management information reports from the local finance officer, which are used to identify areas where overtime can be used to direct additional resources where required.
140. We understand that the budget calculation for the division is based on the previous year's outturn. This approach discourages incentives to save as there are no facilities to carry forward any surplus, which must be returned to central funds. The Divisional Commanders does have the authority to generate new income to compliment that which is already in place such as Fife Council funding for CCTV, Analysts and AVRU.

Managing Information and Intelligence

141. In order to carry out its duties, Police Scotland use a range of information including sensitive information about individuals. To maintain public confidence the police must ensure that the information it possesses is used for the purpose it is intended and in compliance with the law. Police Scotland has introduced policy, supporting procedures and structures to manage information. The Chief Constable has overall responsibility for the management of information but day-to-day responsibility is with the Deputy Chief Constable Designate who is the Senior Information Risk Owner for the Force. Police Scotland has monitoring processes in place to identify risks and security incidents. These are reported to the force Corporate Governance Board and/or to the SPA Audit and Risk Committee.



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142. Risks are identified through a variety of means including audits, investigation and the assessment of incidents. These operate at all levels in the force including local policing. If an issue was identified locally this is flagged to the commander and mitigation or corrective measures would be identified for action. Progress is then reviewed after six months. The systems used to store and manage information are the existing legacy ICT systems. These are under review pending the introduction of national solutions. **We note the progress in relation to the management of information and will continue to monitor this issue during our inspection programme.**
143. A particular issue that emerged is the fact that frontline officers are unable to access the STORM command and control system to record information about the calls they have responded to. In the past this was carried out by enquiry office or Area Control Room (ACR) staff. With the move of the communications function to a separate division within Police Scotland and the reduction in police staff in enquiry offices, there has been a reduction in the capacity to record updates. Officers reported that it is not uncommon to pass an update to the ACR via radio only to find several days later that the information was not recorded fully. Officers are then required by supervisors to put the information into an email and send it to the ACR or enquiry clerk to transfer to the computerised incident record or call-card. **We will continue to monitor this situation as we progress the local policing programme.**
144. As a result of the changes in office opening times and commitment by Police Scotland to maintain published opening hours, there is an occasional requirement for operational officers to backfill for the temporary abstraction of police staff. Officers reported that when they are required to provide backfill, they do not have access to ICT and are not able to assist colleagues by updating incidents. Officers also reported concerns over the actual value in them backfilling public counters where there was limited demand from the public. We are aware of the changes to police front counter hours and the public debate around this. **We will review this issue in more detail during our next Local Policing inspection.**
145. Officers and staff are provided intelligence and performance information reports to support and direct activity. Local analysts provide a range of analytical products including seasonal planning papers, quick briefing notes, problem profiles and performance reports. These assist in informing management decisions via the tasking and co-ordinating structures. We examined a number of these reports and found that they were forward looking, based on seasonal trends in crime and disorder and enabled the division to anticipate periods of higher demand. For example analysts identified that demand tends to be higher in the first
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six months of the year, with clear peaks at particular weekends. To address this, the division allocated more overtime for these periods and developed coordinated approaches for specific weekends when high demand was anticipated. **Operation Tusker was one such operation designed to prevent anticipated rises in demand in May. This comprised a series of preventative patrols at key locations supported by a media campaign that resulted in much reduced levels of crime and disorder over the relevant period. Anticipating demand in this way is a good example of prevention in practice and through the careful use of resources resulted in less expensive follow up investigation of crime and disorder incidents.**

146. On a day-to-day basis, daily intelligence logs are produced along with performance information to inform the daily briefing systems to provide direction for response and community officers. These briefings follow a national powerpoint based format. Our observations of several briefings found them to be relevant, up-to-date and informative. Officers at the briefings identified with the details provided and were able to add to the content from their own knowledge and share more information with their colleagues. We found clear evidence of an intelligence led approach to directing policing activity, which was focussed on achieving performance targets based on the priorities within the local policing plan.
147. Concerns were raised by some staff that the focus on performance and meeting targets were driving operational activity. The rises in acquisitive crimes that were experienced in Fife during 2013-14 were attributed by some staff as a consequence of acquisitive crimes not featuring as a target in the policing plan and so not initially prioritised for action. While we note these concerns, we also acknowledge that the Division picked up these increases during 2013-14 and diverted policing resources to address them. Our recently published thematic inspection on Road Policing has identified issues around performance and we have already made a recommendation to Police Scotland to assess the extent to which target setting and performance management processes drive operational behaviours⁷⁵. **We will follow up on the progress made against this recommendation.**

⁷⁵ HMICS (July 2014): Recommendation 1: Thematic Inspection of Road Policing. <http://www.hmics.org/publications/hmics-thematic-inspection-road-policing>



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148. The production of rounded analytical products relies on quality performance and intelligence information. Intelligence gathering is a key component in this process. Police Scotland's policy for the handling of intelligence outlines the services commitment to intelligence led policing to detect and prevent criminality and that covert human intelligence sources (CHIS) are an important tool in achieving that goal. CHIS handling, although locally based, is now a national function with source handlers being part of the Serious Crime Directorate. The loss of this function has had some impacts on local policing. The primary focus is now on serious organised crime groups (SOCG). This has resulted in the loss of some intelligence about crimes and disorder that are local priorities.
149. This gap has been identified by the service and a national review has recently been completed and new arrangements have been put in place. **As a consequence it is our intention to review intelligence structures and processes in more detail as part of the 'Plus' element of our next Local Policing Inspection.**

Partnerships

Key Findings

- There is a strong tradition of partnership working in Fife, built on good working relationships which have been maintained during the transition.
- The division is committed to partnership working and supporting a shared services approach.
- Feedback from partners suggests a lack of local consultation in the design and implementation of national approaches by Police Scotland.

150. Partnership working is well established in Fife and built upon strong long-standing relationships. The transition to Police Scotland has presented some challenges as a result of new ways of working that have been introduced to develop a standard approach across Scotland.
151. Police Scotland are a statutory body with a duty to participate in partnership activity through the Community Planning process in each Local Authority area. In Fife we found that the division is an integral partner in the area and works effectively with a variety of organisations to support the delivery of agreed outcomes. The division are signatories to Fife's Single Outcome Agreement⁷⁶ and in the Local Policing Plan there is a clearly articulated commitment to local partnership priorities as contained within the Fife Community Plan, Single Outcome Agreement and Community Safety Strategy and a recognition that partnership working is critical to making communities safer. We found that there are clear links between the priorities in Local Policing Plan and the Single Outcome Agreement (Paragraph 42).
152. There is a strong tradition of partnership working in Fife with long established working arrangements. In general we found that commitment was being continued by the division. The police have committed resources to the Fife Community Safety Partnership team and relationships are described as good. For example a number of shared resources are co-located in the Council building in Cowdenbeath, these include:
- Police officers,
 - Fire and Rescue
 - Housing Investigation Team
 - Fife Community Safety Team
 - Alcohol and Drug Reduction Unit

⁷⁶ [Fife's Community Plan 2011-2020](#)

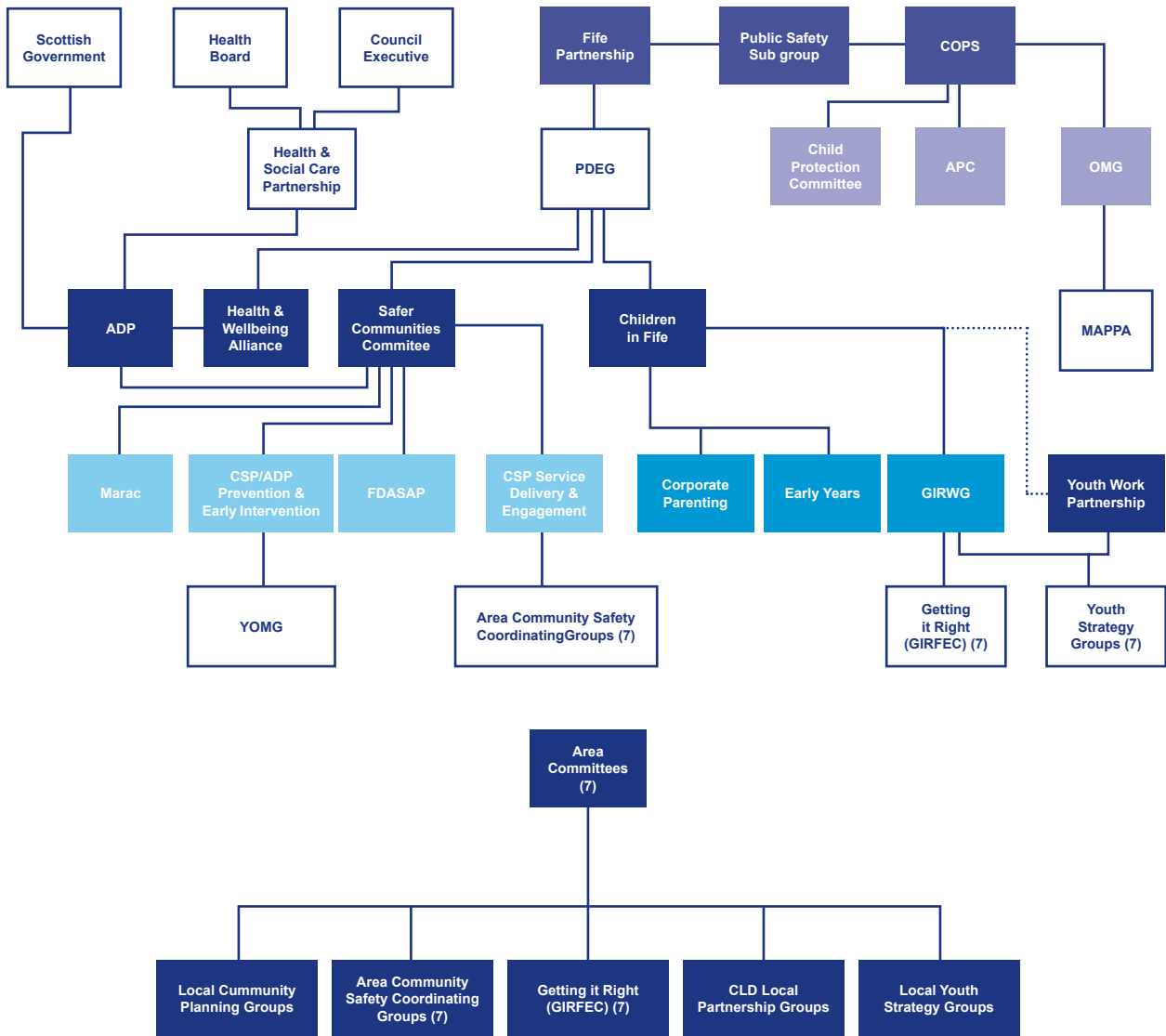


This approach is part of the Community Safety Partnership's move towards a shared services approach, that aims to achieve cost savings by bringing key elements of the partnership together in order to jointly deliver community safety priorities.

153. Prior to Police reform the Chief Constable of Fife was a member of the partnership board and the Assistant Chief Constable chaired the Community Safety Partnership Board. As the move to a single service approached, Fife Constabulary allowed a period of transition for the incoming divisional commander and introduced him to the board process several months prior to the formation of the single service. This ensured a smooth transition at the executive level.
154. During this period a Police Transition Committee was established by Fife Council to replace the former Police Authority as the move to a single service progressed. That was a short-term measure and in August 2013 the Fife Safer Communities Committee (SCC) was established. This replaced both the Police Transition Committee and the former Safer Communities Partnership Board and is chaired by a council member. The chair of the committee has voluntarily chosen to develop his understanding of local policing by going out on patrol with officers and taking part in policing observations. He has encouraged all partners and members on the committee to scrutinise their respective contribution to partnership activity and identify areas where they can collaborate. The committee has a dedicated media officer who works with all partners to ensure that messages to the public reflect accurately the views of all partners. These developments afford increased opportunity for scrutiny of police activity from those who work on behalf of, and represent the people of Fife.
155. Reporting to the SCC are four operational groups as indicated in the structure chart, overleaf. The Service Delivery and Engagement Group is chaired by a Superintendent and the police are partners in each of the other groups. At the local level there are seven Community Safety Coordinating groups coordinating local partnership activity. Each reports to a local area committee (paragraph 55) at which the police attend to provide local performance reports.
156. The transition has not been without some challenge especially with respect to pre-existing funded posts such as partnership analysts and road safety officers and some working arrangements such as child and adult referral processes.



Figure 4: Fife Partnership Structure



(Source: Fife Community Safety Partnership)



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157. With regard to partnership analysts these roles are fully funded by the Council. They produce the joint strategic assessment and a range of analytical products for all partners. As part of its reform programme Police Scotland reviewed the roles of analysts with a view to harmonising roles in line with a corporate approach. This entailed a review of role descriptions based on Police Scotland's requirements, however these did not align with the local arrangements in Fife. Following discussions with Police Scotland, an agreement was reached to create a role description for partnership analyst, but concerns were expressed at the salary level and that current incumbents may move. Consideration was given to transferring roles to council staff but there are concerns that access to the police systems and performance data would be lost. Further concerns exist that the knowledge and experience could be lost.
158. The key issue raised by the council was the lack of consultation in the design and implementation of services or recognition of local variations in approaches prior to the implementation of standardised national approaches by Police Scotland. This echoes the points made earlier regarding the introduction of the iVPD (paragraph 74) and the setting of targets and priorities in the Local Policing Plan (paragraphs 48-49).
159. The challenges facing the public sector as a whole are varied and cannot be overcome in isolation. It is important that Police Scotland consider the impact that decisions will have on other services and where appropriate consult at the earliest opportunity. There is some evidence that Police Scotland has acted on feedback from its approach to service redesign. In terms of the plans for the closure of the Area Control Room at Glenrothes, the chair of the Safer Communities Committee was given a personal briefing from the SPA member with liaison responsibility for Fife on the implications of the change and the committee now receive regular reports from Fife's Divisional Commander on progress.
160. The challenges around such issues are reflected in one of the recommendations contained within our Thematic Review of Road Policing⁷⁷, where we recommended that the SPA work towards a shared understanding with local authorities and scrutiny committees around consultation processes including how a local authority can escalate concerns around national decisions which have the potential to impact on local policing. We will not duplicate this here but will monitor progress in addressing the recommendation.

HMICS – October 2014

⁷⁷ HMICS, (July 2014) Thematic Inspection of Road Policing. <http://www.hmics.org/publications/hmics-thematic-inspection-road-policing>

Appendix 1

Inspection Methodology

Background

The Police and Fire Reform (Scotland) Act 2012 (the Act) places communities at the heart of the provision of police and fire and rescue services. The Act requires the police to work in partnership with others to ensure the services are accessible to and engaged with local communities; promote measures to prevent crime, harm and disorder and improve the safety and wellbeing of persons, localities and communities in Scotland. This is to be achieved through the three key elements from the Act:

- the designation of a Local Police Commander
- the production of a local policing plan for each local authority area and approved by the local authority; and
- the creation of formal relationships between the Councils and the service.

Fundamental to the delivery of these requirements is an effective and efficient local policing service. Police Scotland has fourteen police divisions each vary in size and composition but all share responsibility for the delivery of national outcomes through a Single Outcome Agreement with each council. This requires co-operative working between the police, councils, partners and communities to reduce crime and disorder and increase confidence. The police articulate what they intend to do to achieve these outcomes through the local and Multi-Member Ward Plans that enable police officers and staff in the division to respond effectively to the concerns of local communities at the same time as meeting and tackling national demands. As such, each division will expect to be subject to close scrutiny⁷⁸ of performance locally, through local scrutiny arrangements, and nationally through the Scottish Police Authority and the Scottish Government.

Critical to success will be strong and effective leadership at every level and a performance management framework that is supportive but intrusive. Differences in performance outcomes between Divisions presents an opportunity to continuously improve and maximise the efficiency and effectiveness of local policing. Activity should be intelligence led with national intelligence model (NIM) at the hub of interventions. Above all divisions will engage effectively with local communities to understand and meet their needs and concerns.

⁷⁸ Section 45 (2)-(5) Police and Fire Reform (Scotland) Act 2012



Our rolling programme of Divisional inspections will ensure that Police Scotland is delivering an accountable, effective and efficient policing service for the people of Scotland. Our overarching aim is to examine how local policing is contributing to achieving the national objectives of:

- We live our lives safe from crime, disorder and danger
- We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others
- Our public services are high quality, continually improving, efficient and responsive to local people's needs

Our pilot inspection took place between May and June 2014. This report sets out our findings, progress against the national objectives and priorities and an assessment of the effectiveness of our methodology. The report will contribute to the overall assessment of the effectiveness and efficiency of local policing in Scotland. We thank the officers and staff from Fife division for the co-operation and assistance to members of the inspection team.

Methodology

The inspection of Fife division followed the stages outlined below:

Phase 1 – Scoping and planning

This comprised stakeholder consultation, analysis of data, scanning of media and public documents and an assessment of policies, procedures, strategies and plans to identify areas of risk or of good practice on which to focus inspection activity.

The findings from phase 1 were aligned to our inspection framework from which key lines of inquiry were developed to provide focus for our inspection activity.

Phase 2 – The inspection

During the inspection we conducted over 60 interviews and focus groups involving more than 150 officers, staff, partners and stakeholders along with observations of 17 meetings and briefings.

Phase 3 – Feedback

At the conclusion of our inspection activity we conducted a debrief with the divisional commander. This provided an opportunity for the inspection team and the division to exchange views on the way the inspection was conducted and as a means of highlighting any areas of concern.

Phase 4 – Reporting

Our report is structured around the six overarching themes contained within our framework to ensure a consistency approach and in the presentation of findings.

Appendix 2

The links between Local and National Priorities

Multimember ward plan priorities	Fife Local Policing Plan Priorities	Fife Community Planning Partnership – Single Outcome Agreement	Police Scotland Annual Police Plan Priorities	Scottish Police Authority Strategic Police Objectives	Scottish Government Strategic Policing Priorities
Violent Crime Drugs and Alcohol misuse Dishonesty	Violent Crime; Serious and Organised Crime; Sexual Crime; Crimes of Dishonesty	Making Fife's communities safer Indicators: <ul style="list-style-type: none"> Percentage of people fairly or very worried that they might be a victim of crime. (Baseline was to be established in June 2012 and 'targets' were to be set when a baseline was set) 	Violence, Disorder and Antisocial Behaviour Road Safety and Road Crime Serious Organised Crime and Counter Terrorism Protecting Vulnerable People	Work in partnership to improve safety for the citizens of Scotland and reduce crime Ensure that all communities, including the most vulnerable, have access to the police service and are given the support they need to feel safe	Strategic Priority 1 Make communities safer and reduce harm by tackling and investigating crime and demonstrating pioneering approaches to prevention and collaboration at a national and local level
Antisocial Behaviour Road Safety Cycle related offences Vandalism	Public Protection Antisocial Behaviour Road Safety Community Engagement and Public Confidence	<ul style="list-style-type: none"> Reported crime (Groups 1-5) Reduce from 23,800 (average 2006/7 - 2010/11) to 22,610 by 2020 		Increase public confidence in the police service by understanding and responding to the particular needs of Scotland's diverse communities Promote a culture of excellence	Strategic Priority 4 Make communities stronger and improve wellbeing by increasing public confidence and reducing fear of crime, making the new Police Service of Scotland an exemplar of visible, ethical and responsive policing
			Major Events and Resilience	Enhance Scotland's global reputation as a safe place Ensure that there is equitable access to services across all of Scotland's communities where and when needed	Strategic Priority 2 Strengthen Scotland's reputation as a successful and safe country by demonstrating excellence in effectively planning for and responding to major events and threats
	Effectiveness Prevention		Business Benefits of Reform	Deliver the benefits of reform effectively and efficiently	Strategic Priority 3 Provide an efficient, effective service focused on protecting frontline services, delivering the benefits of police reform, and promoting continuous improvement

Appendix 3

Fife Local Policing Plan – Assessment against Legislative Requirements

Section 47 (3) requirements	Local Policing Plans Contents
<p>(a) sets out the main priorities and objectives for the policing of the local authority's area,</p> <p>(b) explains the reasons for selecting each of those priorities and objectives,</p>	<p>Introduction and purpose of plan, of which the content and level of detail provided is unique to each plan</p> <p>Forewords from the Chief Constable, SPA Chair, Leader of the relevant Council and Local Policing Commander for the Division</p> <p>Priorities and objectives with added contextual information relevant to the individual Local Authority area provided from comments by the Area Commander</p> <p>Identifying our priorities which details the key data sources referenced and consultation undertaken to develop the plan</p> <p>Results of local consultation to identify policing priorities are incorporated as an appendix. This section provides a brief summary of the methodology utilised as part of the annual public consultation exercise and provides a high-level breakdown of survey results pertinent to the local area</p>
<p>(c) sets out the proposed arrangements for the policing of the local authority's area (and how those arrangements are expected to achieve the main priorities and objectives),</p>	<p>Policing within the Local Authority area which articulates the focus of Police Scotland, the Local Authority areas encompassed by the Division and details of the Community Policing structure within the local area (to the level of CPT Inspector)</p>
<p>(d) where reasonably practicable, identifies outcomes by reference to which the achievement of those priorities and objectives may be measured,</p> <p>(e) describes how those priorities, objectives and arrangements are expected to contribute to the delivery of any other relevant local outcomes which are identified by community planning, and</p>	<p>National Outcomes which describes the linkages between the Local Policing Plan and the national outcomes articulated within the Scottish Government's national performance framework</p> <p>Performance and Accountability; indicating that the national performance framework developed by Police Scotland will be utilised to demonstrate how successful Fife Division are in meeting the key priorities and objectives outlined within the Local Policing Plan</p> <p>Local Scrutiny and Engagement which details how the local policing plan will be scrutinised by the relevant local authority and highlights local arrangements whereby members of the community can engage with officers and supervisors from their local community policing team</p>
<p>(f) includes any other information connected with the policing of the local authority's area which the local commander considers relevant</p>	<p>Equalities section outlining Police Scotland's commitment to equality and diversity and the associated seven organisational outcomes for 2013-17</p> <p>Contact us section which provides national contact information such as emergency and non-emergency numbers, Crimestoppers and Police Scotland website details as well as local information such as email addresses for each community policing team, social media links, addresses for police offices in the local area and details of associated public counter opening times</p>



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About Her Majesty's Inspectorate of Constabulary in Scotland

HMICS operates independently of Police Scotland, the Scottish Police Authority and the Scottish Government. Under the Police and Fire Reform (Scotland) Act 2012, our role is to review the state, effectiveness and efficiency of Police Scotland and the Scottish Police Authority. We support improvement in policing by carrying out inspections, making recommendations and highlighting effective practice.

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