



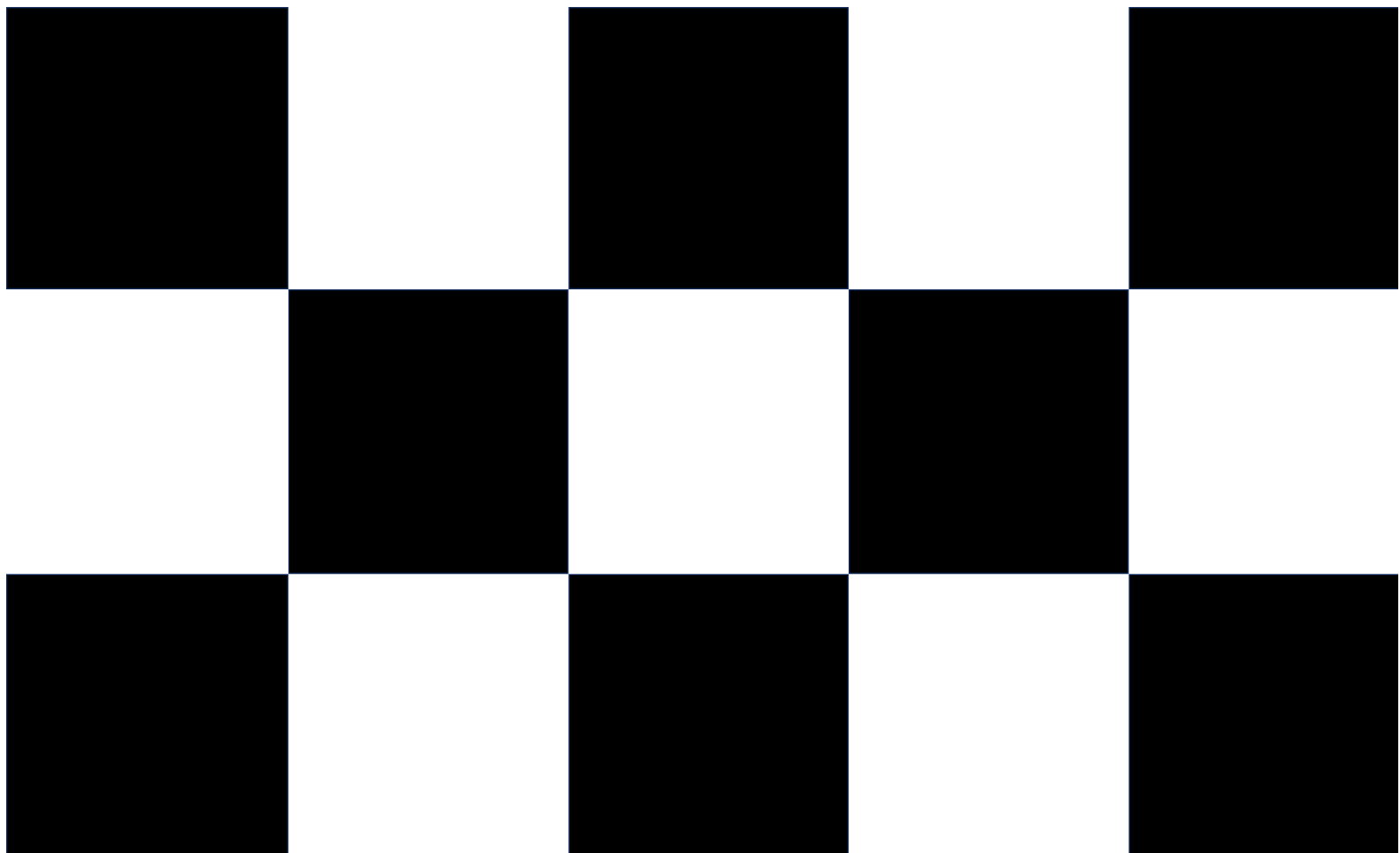
HM Inspectorate of Constabulary for Scotland



Local Connections

Policing with the Community

A Thematic Inspection of Community Engagement





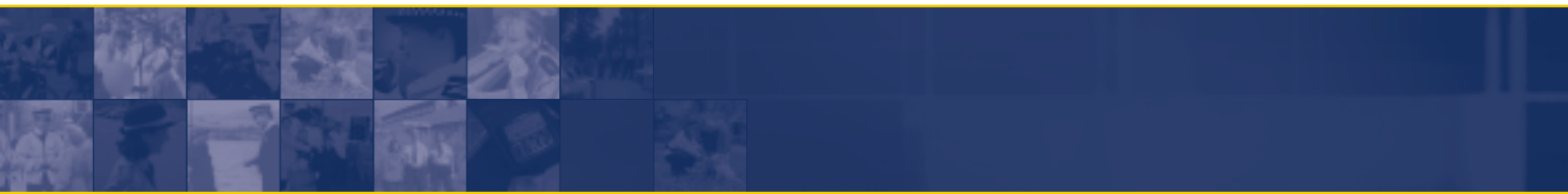
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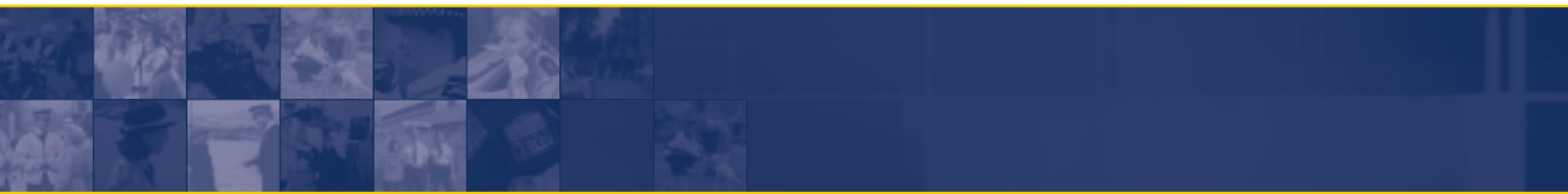
A Thematic Inspection of Community Engagement



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EXECUTIVE SUMMARY

Introduction

Following publication of the thematic report on Police Visibility 'Narrowing the Gap' in December 2002¹, HMIC recognised the need for complementary studies in Crime Management² and Community Policing, to inform approaches to managing the gap between public expectations and service delivery. In this study, therefore, the focus is on the potential of better addressing demand through enhanced engagement with communities. The theme of Community Engagement incorporates seven basic elements:

- Community consultation
- Community Planning and community safety
- Policing *with* the community
- Active citizenship
- Customer interface
- Community cohesion
- Media and marketing

The study provides an update on key issues emerging from community safety and Community Planning considerations, including research within the Scottish, UK and International contexts to identify noteworthy practice.

Community Consultation

There is strong evidence that public consultation remains a priority in formulating policing plans across all Scottish forces. There are clear signs of a move away from senior force management imposing professional judgement on policing priorities, towards more emphasis on listening to what communities want from the police service. This includes the use of Citizen Panels and internet links to the wider public, including ethnic minorities and young people. The report makes a distinction between the use of satisfaction surveys as a consultative tool for quality control and the more frequent use of community based surveys to inform local policing priorities.

Given this civic agenda, further stimulated by the evolving Community Planning process, forces are likely to move towards performance management in the context of local targets. This will require nationally derived performance indicators to be more sensitive to locally driven requirements.

¹ Narrowing the Gap. HMIC (2002)

² Partners in Crime. HMIC (2003)

Community Planning and Community Safety

Whilst this study was not designed to measure the progress of local authorities in response to the new Community Planning legislation, it was found that the previously established Community Safety Partnerships were adapting well to the new statutory arrangements. At the time of the Inspection, it appeared that those authorities with 'pathfinder' or 'taskforce' experience had benefited in relation to formal planning arrangements.³

The report highlights the need to match Community Policing strategies with the multi-agency element of Community Planning, to enable opportunities for joint working around problem solving and data sharing. In addition, the Inspection emphasises that in contributing to the Community Planning process, it is unlikely to be sufficient for the police or other services, to offer staff and expertise as their sole contribution. It is increasingly likely that there will be a responsibility for each force as a Community Planning partner to make a financial commitment from mainstream budgets to sustain approaches to strategic partnerships and joint problem solving.

Community Planning has impacted on the traditional role of the Local Authority Liaison Officer (LALO), with a number of forces introducing new arrangements to reflect the wider liaison required by the new legislation. The Inspection also highlights a need to identify and recognise excellence in the areas of partnership working and joint problem solving in community safety, to promote the exchange of good practice.

Policing with the Community

In determining how communities are being policed, the study highlights that in terms of Community Policing, there are varying styles and approaches with different labels and designations applied to Community Police roles with roughly the same aims. While local creativity and responsiveness are desirable, HMIC considers that there is a need for more consistent force and national strategies in this area. HMIC found a common concern from community officers regarding:

- The high level of abstractions from their primary role
- Their role being misunderstood and unappreciated by peers, supervisors and senior management

HMIC therefore sees a need to clarify what is understood by Community Policing and to develop more coherent community policing strategies which will embrace emerging developments in problem solving, the National Intelligence Model (NIM), restorative justice, warden schemes and the partnership elements of Community Planning. These same developments require a re-examination of the training delivered to community officers, to ensure a more consistent and standardised approach and to recognise the increasingly specialist nature of the community policing role.

³ 'Pathfinder' Local Authorities were Stirling Council, Aberdeen City Council, Edinburgh City Council, South Lanarkshire Council, Perth and Kinross Council and Highland Council. Local Authorities represented on the 'Taskforce' were Highland Council, Aberdeen City Council and Fife Council.
www.communityplanning.org.uk

In terms of resource allocation and deployment, there is much work being done by forces to match resources to peaks in demand, utilising IT systems to assist rostering and altering shift systems. Forces are attempting to find the correct balance between response officers, community police and specialists. Most forces are embarking on Call Management projects with a view to reducing the reactive demand workload and allowing non urgent business to be transacted by telephone or followed up in a planned way by community based officers. Early indications suggest that the immediate challenge for forces adopting call management is an instant increase in calls (previously abandoned) of between 20% and 50%.

In terms of the 'extended police family', it is of interest that Grampian Police has agreed to run a community warden scheme on behalf of Aberdeen City Council. This will ensure that tasking and deployment will reflect community needs in respect of crime and disorder. All other forces are developing specific local protocols in preparation for the expansion of warden schemes in April 2004. Again, this has the potential for wide variability of approach.


Grampian Police has already developed the role of traffic wardens to embrace a Community Safety focus akin to the emerging Police Community Support Officers (PCSOs) in England and Wales. Following decriminalisation of parking, the Grampian experience has been very positive with the 'community' traffic wardens achieving good results in a number of city neighbourhoods. Some other forces are looking at this model as part of a wider community safety review of their traffic wardens.

'Narrowing the Gap'⁴ examined the issue of status afforded to patrol and community officers. This Inspection revisited the issue and found some forces to be making good use of the Special Priority Payments (SPP) to reward patrol officers, including community officers. Tayside Police has created a 'lead constable' role, which will not only attract the SPP but will also be a key role requirement for constables acting as tutors to probationers.

Active Citizenship

In terms of the Special Constabulary, there remains scope for improvement. While some forces have followed previous HMIC recommendations to increase numbers and active participation, others have yet to capitalise on this potential community resource. This Inspection heard from a large number of Special Constables who, although retaining a strong level of commitment, were critical of their working arrangements. HMIC considers that a need remains to improve the actual experience of Special Constables, who despite their relative experience, on occasions feel they are required to re-establish their credentials and credibility each time they report for duty.

⁴ Narrowing the Gap. HMIC (2002)



In the wider volunteer sector, HMIC identifies a potentially large network of people who could assist local forces in back office, public counter or other specialist roles. Volunteer Centre Network Scotland is a national volunteer advisory and recruitment agency that provides a service at local level and a website supporting co-ordinated deployment for volunteers. As an example, one area office successfully helped to recruit, induct, train and monitor volunteers for an Area Health Board. Clearly, this is an untapped area of resource that the police and other services could do well to consider. Arising issues would include the development of a support infrastructure to accommodate volunteers for the shared benefit of the service and individual.

With the emergence of the partnership opportunities presented by Community Planning, there is an opportunity to engage communities and consult local people as key partners in a renewed civic agenda, promoting active citizenship and giving people a real say in how police services are delivered.

Customer Interface

The main impetus in this area is the move towards call handling or call centres, with a variety of approaches evident including the introduction of call grading in some forces. As alluded to above, early indications suggest that the more efficient the call management model, the bigger the initial increase in calls to be managed. In terms of future call centre development, this Inspection identified an opportunity for forces to consider potential integration of non emergency call handling arrangements with local authority partners. Most forces are continuing to develop their websites with appropriate links to relevant agencies and some are utilising sites as consultation tools to gather community feedback.

An increasing number of 'one stop shops' have been established, with forces sharing facilities with partners to good effect. The number of community policing surgeries is also on the rise with schools, community resource centres and other venues featuring.

Community Cohesion

Anti-social behaviour and its impact are recognised to be serious threats to the safety and well-being of our communities. Tackling anti-social behaviour is high on the agenda of both national government and local agencies, with local partnerships actively encouraged to identify local problems, develop strategies and action plans, and evaluate their interventions to inform local and future practice. It is widely accepted and understood that anti-social behaviour is a complex social problem that enforcement alone will not resolve. Clearly, successful strategies will need to take into account a balanced view of preventative measures, education, enforcement and strategic management.

Most forces are making more use of Anti-Social Behaviour Orders (ASBOs) introduced by the Crime and Disorder Act 1998. However, there are frustrations that the application process is too slow and that they are, in the main, targeted against

local authority tenants. While statistics available may be more representative of a local authority's attitude towards the use of ASBOs, HMIC recognises that this sanction is only one of a number of tools available to deal with anti-social behaviour. It is recognised that this sanction does not address the underlying causes of anti-social behaviour. Although not all authorities have used the legislation, this does not indicate an unwillingness to tackle incidents of anti-social behaviour effectively. There are a number of other preventative and remedial measures (including mediation) available to police and local authorities, that have been successfully used in resolving community and individual problems.

Generally, there is evidence of good partnership working to tackle anti-social behaviour, with some forces seconding staff to work with housing authorities and Registered Social Landlords, who are now included within the relevant legislation.

Good use is being made of lay advisory groups, including youth groups. Forces are also making strides with youth justice projects, with tracking and diversionary schemes in place. Several forces are also utilising restorative justice conferences to deal with instances of youth offending.

Media and Marketing

Following the recommendations on media management contained in 'Narrowing the Gap', ACPOS is progressing an action plan to highlight police achievements and reduce the fear of crime. The Inspection highlights the challenges of sustaining the visibility of national campaigns such as 'Safer Scotland' and the need to ensure a balance between local and national priorities.

Research was commissioned to scrutinise the role of the media and the fear of crime. This examined national press releases, including some connected with the 'Safer Scotland' campaign and assessed how closely eventual features, stories and headlines matched the intention of the original press release. The analysis shows the extent to which forces are proactively engaging the media. Although some distortion was revealed, generally a true and consistent message was being portrayed, especially when appropriate spokespersons were used.

A number of forces have developed specific posts to address marketing. Forces are also making huge efforts to utilise the media in a positive and realistic manner. HMIC has noted the success of police based television documentary programmes like 'The Big Beat' (Northern Constabulary) and 'College Cops' (Scottish Police College) and believes that television remains a huge, largely untapped resource in promoting public reassurance. HMIC considers that there may be potential to establish a Scottish police magazine-type programme with national coverage of policing issues.



Conclusions

The findings have highlighted the amount of good work ongoing across all of the key areas of this Inspection. A slightly uneven position in respect of Community Planning is due to the different starting positions of forces and councils when the new legislation was introduced.

A lack of any consistent or standardised approach to community policing is evident, largely due to the continuing challenge of meeting reactive resource and operational demands. There is an opportunity to redefine community policing strategy at force and national levels, in line with emerging developments in NIM, joint problem solving and warden schemes. Central to this study is the relationship between the police and the community and the evolution of new policing models to embrace public reassurance. The strategic thrust of the report, therefore, is to suggest a stronger bias towards proactive crime prevention and problem solving, within a climate of strong community support and partnership working as a foundation for policing styles.

HMIC makes 15 recommendations for the strategic development of community engagement in Scotland.

THEMATIC INSPECTION ON COMMUNITY ENGAGEMENT SUMMARY OF RECOMMENDATIONS

HMIC recommends:

Chapter 1: Community Consultation


1. The extended application of Public Perception Surveys to engage communities' views on policing priorities.
2. That forces review consultative arrangements in line with emerging developments in Community Planning, to maximise the potential for joint consultation and information sharing.

Chapter 2: Community Planning and Community Safety

3. That ACPOS, in consultation with the Scottish Executive, ensures that the development of performance indicators is consistent with the local context of Community Planning.
4. That forces review Community Planning arrangements:
 - To ensure emerging policies are fully integrated with community policing strategies and compatible with a community safety ethos
 - To service financial arrangements that ensure police representatives in Community Planning Partnerships can access funding streams, in order to contribute appropriate monies to joint problem solving initiatives
 - To facilitate information sharing and data exchange, to maximise the potential for Community Planning to deliver joint problem solving
5. That forces review the role of Local Authority Liaison Officers to ensure that responsibilities are appropriate for the emerging Community Planning arrangements.
6. That ACPOS, in consultation with COSLA, examines the potential for an annual national award to recognise excellence in the field of community safety and joint problem solving within the wider Community Planning arena.

Chapter 3: Policing *with the Community*

7. That ACPOS develops a national community policing strategy advocating a more consistent and standardised approach to this role, recognising recent developments in Community Planning, NIM, problem solving, restorative justice and warden schemes.

- 
8. That ACPOS conducts a training needs analysis on the role and responsibilities of community police officers, recognising recent developments in Community Planning, NIM, restorative justice, problem solving and warden schemes, in conjunction with the development of a national community policing strategy.
 9. That forces review existing community policing strategies to ensure:
 - An integrated approach with Community Planning, in order to maximise the potential for partnership working and a joint approach to problem solving
 - Incorporation of level one NIM and problem solving elements
 - A clear definition of roles and responsibilities
 10. That forces exploit the opportunities presented by warden schemes to engage with communities and assist in the delivery of a public reassurance agenda.

Chapter 4: Active Citizenship

11. That forces continue to review arrangements in respect of their Special Constabularies, to ensure that this valuable resource is being used to full advantage. (see 'Narrowing the Gap'⁵)
12. That forces exploit the opportunities presented by 'Volunteer Centre Network Scotland,' both to engage citizen volunteers and maximise the potential of a volunteer workforce.

Chapter 5: Customer Interface

13. That ACPOS examines future developments in call centre provision, to establish the potential for a non-emergency telephone number to be shared with other council service providers.

Chapter 6: Community Cohesion

14. That forces, in partnership with their respective constituent authorities, examine current arrangements in respect of the application and grant of ASBOs, to ensure the most effective use of this sanction in promoting community cohesion.

Chapter 7: Media and Marketing

15. That in furtherance of recommendations in *Narrowing the Gap*, ACPOS continues to develop a media strategy which draws on lessons from 'Safer Scotland' and is alert to further media and marketing opportunities, notably in the area of television.

⁵ *Narrowing the Gap*. HMIC (2002)

INTRODUCTION

In 2002, HMIC published its thematic Inspection report on police visibility and public reassurance, 'Narrowing the Gap', which observed that:

'...there is a need for the police to address more coherently the management of demands and expectations in the community, to minimise variances between public perceptions of need and service delivery in targeting priorities'⁶


It was recommended that forces take renewed steps to review the extent to which they are accessible to their communities; that they develop the opportunities which exist to optimise community intelligence; accord due status to patrol and community policing as distinctive elements of service delivery and explore novel ways of engaging civic interest and skills in voluntary assistance to the police within the community.

'Narrowing the Gap' highlighted the strategic issues to be tackled and HMIC set out to build on this with a number of studies, the first of which 'Partners in Crime'⁷ dealt with how crime is recorded and managed. 'Local Connections' examines Community Engagement – the relationship between the police and the public – and the roles which community policing and active citizenship should play. It takes place against a backdrop of some significant change in focus within the criminal justice system, towards a more victim centred approach, which will have an impact on the relationship between the police and the public.

Community Engagement is multi-faceted; it is about community policing and about how the police and public relate to each other, face to face or across police station counters, by telephone or electronically. It is about active citizenship, the involvement of volunteers through the Special Constabulary or in other support roles, the role of the police in Community Safety and Community Planning initiatives, and the public consultation exercises undertaken as part of the business planning processes within forces, as they strive to set realistic objectives and decide priorities which provide the 'best fit' with the needs and wishes of local communities.

⁶ Narrowing the Gap. HMIC (2002)

⁷ Partners in Crime. HMIC (2003)



This is about building a new model of policing where, through positive engagement, the public have a realistic understanding of the goal conflicts which police managers must reconcile, and have an influential voice in the setting of policing priorities. These were the issues dealt with in 'Narrowing the Gap'— decision making on the trade-offs which prioritisation must inevitably bring and involve building a rational system whereby an informed public advises on how priorities should be set, with a community intelligence gathering priority. This will help to identify emerging problems or issues requiring early intervention, the National Intelligence Model being refined to inform the tasking and co-ordination of police resource utilisation and a problem solving approach to dealing with community issues and community concerns.

CHAPTER 1 COMMUNITY CONSULTATION

1.1 How do Communities Want to be Policed?

Independent research conducted for 'Narrowing the Gap'⁸ suggested that despite considerable efforts made by forces, participation in and awareness of consultation processes were limited. This was validated by quantitative research (based on a sample survey of 1170 home interviews) which ascertained that:


- 79% of participants had not had the opportunity to contribute to police consultation processes in the last year
- 46% were interested in being given a chance to air views and concerns on these issues

HMIC viewed as significant the finding that only 21% of respondents believed that they had an opportunity to contribute to the public consultation process and decided to revisit this critical area. Recognising the efforts expended by forces in regard to deciding policing priorities and setting of annual objectives in their strategic planning cycles, HMIC re-examined forces' consultative arrangements.

The Inspection revealed that consultation methods principally applied two main approaches; satisfaction surveys and public attitude/community consultation exercises. Some forces combine both elements in their approach. Forces are following the guidance laid out in the Scottish Police Service Performance Manual in terms of how public satisfaction surveys are conducted. The satisfaction survey approach is wholly reliant upon questioning people who have had contact with the police. The 'satisfaction' component of consultative exercises is a valuable tool for public performance reporting and monitoring quality, but it does not achieve the best results in ascertaining community views on preferred policing priorities. Similarly, those forces that rely upon headquarters departments to undertake force wide generic surveys run the risk of missing the local community dimension. It is recognised that community views will be feeding back continuously to local management via public meetings, contact with community police officers and links to partners, but the lack of any formal method in this approach again means that genuine community opinions can be overlooked.

Frequency and content of feedback varied considerably, with some forces reliant upon the triennial quality of service surveys required by Audit Scotland. This process assists force planning cycles and can add quality to service delivery. However, as a true consultative planning tool for informing preferred local policing priorities, it is limited.

⁸ Narrowing the Gap. HMIC (2002)



Similar shortcomings arise with postal surveys which focus mainly on quality of service questionnaires. Again, these assist with quality control but unless specifically designed to capture community views, do little to inform local policing priorities.

Some forces, notably Fife, Dumfries and Galloway and Grampian, augment their consultation exercises with quarterly community surveys. These provide a more community focused approach, with feedback informing local policing strategies. HMIC supports this approach and takes the view that to be effective and truly responsive to community aspirations, consultation should be continuous and conducted at a local level. This approach enables local policing deployments to respond quickly to community concerns.

1.2 Local Consultation

Beyond what is included in the statutory triennial surveys and the more regular force wide postal surveys, many forces properly look to command units to undertake local consultation within their areas of responsibility. Police managers and community officers will attend the full round of local public meetings and undertake to consult with represented stakeholders. Too often, formal consultation is viewed as something done by headquarters, while local command units go about their business of policing the area, secure in the knowledge that community consent and approval is implicit within the informal consultation and feedback arrangements which exist locally.

HMIC supports the local aspect of such consultative approaches, but is concerned by a lack of corporacy both in terms of style and frequency. While appreciating that local policing tactics will be determined by many factors, including available intelligence and resources, there should be some attempt at establishing local policing priorities with local people in a local context, at a stage when policing plans are being formulated. This is where consultative tools such as public perception monitors have an advantage in terms of asking the community which local concerns should be prioritised.

1.3 CASE STUDY

Public Perception Surveys

The Metropolitan Police Service⁹ has introduced generic Public Perception Surveys as part of the National Reassurance Project in England and Wales. Surveys are conducted on a Borough by Borough basis and early results show how the same quality of life issues and concerns are highlighted by the communities involved. A typical survey response could prioritise youth disorder over vandalism or speeding vehicles. However, another area could prioritise litter or speeding over youth disorder or vandalism. This local reflection of preferred policing priorities is the big advantage of the model.

⁹ www.met.police.uk

The surveys are supported by environmental audits and the reassurance issues identified are prioritised for police and partner action. Analysis of all available data sets, including those of partners, drives appropriate reassurance activities through a problem solving process towards desired outcomes. The project requires the formation of local 'Reassurance Steering Groups', which include community stakeholders involved in the initial consultation. This feature reinforces the local aspect of the model and allows the community to monitor progress.

1.4 Local Accountability

There is a growing acceptance by forces that consultative processes require a stronger citizen focus of actually listening to community concerns in establishing policing priorities, rather than imposing policy decisions driven by national targets. The challenge for force executives and area commanders is to be responsive to local needs and priorities within a framework for delivering national targets.

Consultative approaches that set out to gather local views and opinions on how their neighbourhood should be policed will be more likely to succeed and fit better with the emerging local partnership ethos of Community Planning. This will ensure that performance examined against locally developed criteria is likely to be reflective of a purer community accountability.

One of the main inhibitors to developing a local performance ethos is the need to observe national targets set by the Scottish Executive and Audit Scotland.¹⁰ HMIC fully recognises the requirement to set minimum performance standards for service delivery. However, there is a need to ensure that the setting of national targets harmonises with community aspirations in terms of local priorities. Performance and accountability are key elements of any policing model, but the local accountability which emerges when communities are fully consulted and properly engaged to inform policing strategies for their area, is likely to provide a more meaningful model.

RECOMMENDATION 1

HMIC recommends the extended application of Public Perception Surveys to engage communities' views on policing priorities.

¹⁰ www.audit-scotland.gov.uk and www.scotland.gov.uk

1.5 CASE STUDY

The Chicago Alternative Policing Strategy (CAPS)

In the third largest city in America, the Chicago Police Department¹¹ has, for the last 10 years, pursued a policing strategy which places local people at the heart of police/community consultation. CAPS delivers a community policing model with a high level of neighbourhood influence on policing strategies and the setting of local priorities. This arises from a structure of monthly beat meetings, on all 279 beats, attended by neighbourhood residents, community police officers and representatives of the offices of the mayor and alderman.

Citizens attending the beat meeting decide which issues of local concern are adopted as the priority for the next month. Police, residents and city agencies, under the strapline, 'Together We Can', then collaborate on the actions required to address the concern. **One in six Chicagoans attended a beat meeting in the past year.**



Chicago residents attend their local precinct CAPS meeting.

CAPS is now a widely known programme and over its ten year life has delivered some notable outcomes:

- Sustained crime reduction
- Growth in public confidence in policing
- Increased confidence with racial minorities
- Increased public participation in police/community consultation

Municipal government works in collaboration with the Chicago Police Department in a strategic alliance where CAPS concerns are given priority in determining the support services offered by city agencies. The problem solving approach adopted utilises a police-city-public triangle alongside the classic victim-location-offender version.

CAPS provides a more bottom up, participative problem solving approach, with successes in crime reduction and public confidence. Enforcement is used as a key tactic, appropriate to the problem, rather than as the *raison d'être*. The top down, enforcement strategies adopted by other major US cities, notably New York, may achieve similar results in respect of crime reduction and public confidence, but are viewed as disadvantaging minority communities, through having minimal community participation and questionable sustainability.

¹¹ www.cityofchicago.org

1.6 CAPS in a UK Context?

Although cultural considerations mean that there is always some difficulty in attempting to transfer policing models from the US to the UK, Chicago seems to have achieved sustainable success by adopting a philosophy which delivers true community engagement. The civic participation, backed by local political support, makes their model very attractive. Indeed, the roots of the CAPS philosophy which can be traced back to its inception in 1993, are based upon the very foundations of UK policing with Mayne's principle that 'the police are the public and the public are the police'. This return to fundamental policing principles is echoed in other large American cities, notably San Diego and Philadelphia, who are applying community based models. With UK political philosophy now embracing a return to community values, the CAPS model has some validity.

HMIC supports the bottom up approach towards ensuring an engaged, responsive and truly representative local policing service. The latest Home Office police reform proposals outlined in 'Policing: Building Safer Communities Together',¹² recognise the need to shift public services away from those 'done unto people' towards services conducted with people. This principle of policing by cooperation transcends traditional notions of policing by consent and is apparent in the emergent 'National Reassurance Project' in England and Wales. This approach is a return to a purer, more traditional, community policing model, incorporating additional new elements of warden schemes, community support officers and fresh approaches to community consultation. The reassurance agenda embraces the principles of bottom up consultation and community participation evident in CAPS. The reassurance agenda is discussed more fully at Chapter 3.

Arguably, the Scottish approach is based upon a more traditional community policing model, less driven by top down enforcement targets. ACPOS has work in progress examining the area of performance management which will consider the need to better reflect local priorities, aligned with and balanced against, national targets.

¹² Policing: Building Safer Communities Together. Home Office 2003

1.7 CASE STUDY

District Policing Partnerships: PSNI

The Police Service of Northern Ireland (PSNI) is committed to ensuring the development of a community-orientated style of policing, which is achieved by working in partnership with the community, statutory and voluntary agencies, and the business sector. This requires meaningful consultation set in an environment of local empowerment and enhanced accountability. The Patten Report¹³ recognised that a great many people and organisations have a contribution to make in addressing issues of public safety, in addition to the police. It was recommended that the Policing Board works closely with other agencies to co-ordinate efforts and maximise use of resources. The Patten Report stated that District Policing Partnerships (DPP) should be *'encouraged to see policing in its widest sense, involving and consulting non-governmental organisations and community groups concerned with safety issues, as well as statutory agencies'*.

A DPP is a partnership between the district council and representatives of the local community. Its purpose is to:

- Identify local policing issues
- Establish policing priorities for the local policing plan in conjunction with the district commander
- Monitor performance against the policing plan
- Develop a practical way of gaining public co-operation in working with the police to prevent crime and protect the public

The establishment of DPPs has brought a new dimension to engaging with local communities, their primary concern being to identify and address local priorities in terms of crime and anti-social behaviour. It is recognised that what is best practice for one DPP will not always be so for all, and will depend on the population of the area, the nature of the area and its policing priorities. Within 12 months of a DPP being established, either for the first time or after a local election, the partnership will produce a report setting out the strategy for gaining the co-operation of the public in preventing crime. The DPP consults with the district commander on guidance in placing local initiatives within a Northern Ireland context and works to reduce the social and environmental factors that cause crime and anti-social behaviour within the council district. To this end, the partnership co-ordinates its work with the relevant community safety organisations that may exist within the district. Involvement in this sense facilitates the sharing of information and ensures the co-ordination of relevant common activities such as community surveys. It creates a forum within which issues common to the local policing plan and the local community safety action plan can be identified.

¹³ The Report of the Independent Commission on Policing for Northern Ireland (2001) (Patten Report)

A DPP will hold about six public meetings in a year in order to carry out partnership business. If required, the DPP can meet more frequently. At least 14 days before the meeting is scheduled to take place, it will be publicly advertised and every effort is made to inform marginalised or hard to reach groups. The primary reason for the DPP meeting in public is to act as a general forum for discussion and consultation on matters affecting the policing of a district. The district commander submits a written report to be presented at the meeting, highlighting the progress that the police are making in the day to day discharge of their duties, including:

- A summary of recorded crime and detection rates within the council area
- An update on specific issues relative to policing the district that may be of local concern


Every DPP produces an annual report readily available at all council offices for consultation and reference by members of the public. Every two years, each DPP undertakes a community survey throughout the council area, to identify the views of the public concerning the policing of the district. The information generated through this exercise forms the basis for discussion between the DPP and the police district commander, leading to the production of the local policing plan.

While recognising the different political, cultural and historical frames of reference in Northern Ireland, HMIC views District Policing Partnerships as a worthwhile model for promoting community engagement. The collaboration between police and the wider community in the formulation of local policing plans provides a basis for meaningful dialogue and discussion on local policing priorities. Local people can attend public meetings to air their views and make a contribution to the policing of their districts. The role played by the DPP in monitoring performance against the local policing plan and its links to the annual policing plan is also critical, as it brings about the purer form of local accountability previously mentioned. If policing in Scotland is to move closer to the community, the local consultation element of District Policing Partnerships is worthy of further consideration.

1.8 Partnership Consultation

Following the success of South Lanarkshire Council's Citizen Jury, featured in 'Narrowing the Gap'¹⁴, a number of forces have become involved in this approach, in collaboration with their local authority partners. HMIC encourages police engagement in this method of consultation, which widens the range of representation and avoids the tendency of focusing on those individuals who have had contact with the police or are 'seasoned consultees'.

¹⁴ Narrowing the Gap. HMIC (2002)



Emerging Community Planning arrangements are presenting new opportunities for joint consultation with police and other public sector service providers under Community Safety Partnerships. A number of forces are reviewing consultative processes to establish areas where joint arrangements could add value to existing stand alone consultation. All forces are examining arrangements for information sharing and data exchange and a number of formal protocols have been introduced, notably in the areas of housing, education, social work and Community Planning.

Some forces are experiencing difficulties in this area, with data protection considerations being the main constraint highlighted.

HMIC was pleased to note that, in the main, a common sense approach to information sharing prevailed with forces exchanging good practice in this area.

It is clear that even at this early stage in the developing Community Planning arena, there will be good opportunities to consult jointly across a wider range of services. The main caveat, of course, would be to ensure that a scattergun approach is avoided. Public services are already reporting consultation overload, contributing to consultation fatigue and the service must be clear on what it needs to ask the community. In this respect, less can be more. Clarity and focus will ensure that the community view is known and understood in a meaningful way. Effective data sharing should ensure that the same people are not consulted again and again by all the service providers.

To be truly effective, shared data will have to be subject to shared analysis in order that service providers can focus on the elements that they need in order to establish service priorities. This will be one of the next big challenges for public services; how do we collectively analyse collated data and convert the end product into useable community intelligence?

RECOMMENDATION 2

HMIC recommends that forces review consultative arrangements in line with emerging developments in Community Planning, to maximise the potential for joint consultation and information sharing.

1.9 Communities of Interest

Forces are fully aware of the challenge present in endeavouring to consult with communities in the widest possible sense. Even within geographically defined communities, traditionally hard to reach groups such as under-18s, shift workers, single parents and older people are identified and acknowledged. In respect of communities of interest, forces have made significant strides to ensure that no special interest group has been excluded. Particular arrangements are in place for diverse and under represented groups.

Many forces have appointed Diversity Advisers to monitor arrangements between police and special interest groups and all forces have examined portfolio responsibilities to ensure that known staff are accountable for contact, liaison and policy arrangements in this area.

In terms of black and minority ethnic communities, a number of forces have forged links with local Lay Advisory Groups or have established groups of their own. This ensures that emerging policy and practice is sensitive to the cultural considerations of minority communities. Similar arrangements are in place for the lesbian, gay, bisexual and transgender (LGBT) communities, with appropriate consultation and liaison mechanisms widely evident, particularly the establishment of the LGBT/Police Liaison forum.

Similarly, strenuous efforts are continuing to engage deprived and socially excluded communities in partnership with the public and business sectors. Under the new statutory arrangements, the emerging Community Planning agenda (discussed more fully at Chapter 2) is driving joint working in Community Safety Partnerships towards increased community engagement.

HMIC is satisfied that diversity considerations are given a high priority when forces undertake consultation with communities. The service recognises that minority or hard to reach groups in the community require a special effort and this philosophy was clearly evident during this Inspection and must be sustained.

1.10 Youth Engagement

Given the perhaps unsurprising survey results in 'Narrowing the Gap',¹⁵ that young people viewed increased police visibility as a threat, (their perception being that increased police numbers meant increased opportunities for harassment), HMIC was keen to follow up this area and examine how forces reported on positive interaction with young people. The benefits to forces of increased positive engagement with young people are obvious and this Inspection was interested to learn how forces were approaching the topical area of youth engagement.

A healthy, cohesive community requires tolerance and understanding between all groups, arguably between adults and young people in particular. Given their role, it is unavoidable that the police will be involved in negative confrontations with young people and be seen as impacting upon their rights and freedoms.

Traditional rites of passage, whereby the maturing adolescent was integrated into the adult world, have seen dramatic changes due to a variety of social factors. Access to education, employment and the changing role of the family unit have altered considerably over the past 20 years. As ever, the challenge for any young person is to balance rights against responsibilities.

¹⁵ Narrowing the Gap. HMIC (2002)

HMIC shares ACPOS concerns about negative stereotyped portrayals which tend to demonise young people. The hopes of a civil society for the future are vested in the youth of today and it is critical that policing is alive to all opportunities for positive engagement. There is a strong tradition of police involvement in youth work and diversionary initiatives.

While this is always likely to provoke discussions on whether work of this nature is a 'core role', police officers all over Scotland recognise the value of positive interaction with young people. Police managers are best placed to evaluate the levels of resource input required to achieve the desired outcomes in this critical area. While the police service cannot have sole responsibility for anti-social behaviour, nor are police officers youth or social workers, they can contribute to collaborative approaches which positively engage young people. The service has displayed a willingness to balance its enforcement responsibilities with the recognition that positive interaction and targeted intervention strategies can influence young people towards better civic behaviour, with benefits for all concerned. HMIC was encouraged to learn of the large number of initiatives, many partnership based, run by forces for the benefit of young people. A number of these have achieved successful outcomes by involving young people at the consultation stage.

There is a significant national network of statutory and voluntary youth focused organisations, including Youthlink, Youngscot, the Scottish Youth Parliament and Young Enterprise Scotland, who welcome collaborative efforts from the police and others in an effort to foster positive contributions by young people to their communities.¹⁶



¹⁶ More information can be obtained from www.youthlink.co.uk www.youngscot.org www.scottishyouthparliament.org.uk and www.yes.org.uk

1.11

CASE STUDY

The Milngavie Youth Café

East Dunbartonshire Council, in partnership with young people and Strathclyde Police, was involved in the development of a youth café. The youths identified the location and assisted with the design of a detached property located within Milngavie village centre. The location was selected as a central point in the area where young people congregated in large groups.

A survey commissioned by the local rotary club, through YMCA Glasgow, provided evidence of a substantial amount of under- age drinking in the area, leading to youth disorder. Consultation with young people indicated that they wanted a drop-in café, with a contemporary design, that offered ownership, freedom and a menu of activities.

The café, supported by a capital investment of £140,000 from the local council, has now been open for almost two years. It is open four nights a week and attracts an average of 35 young people per night. Special events linked to the café are also held at other locations in the area. The café has established links with the council's homelessness team, who have developed information evenings for their clients on sexual health and welfare rights.¹⁷

The café is supported by a steering group made up of representatives from East Dunbartonshire Council, Strathclyde Police, the local rotary club and young people. It is staffed by sessional youth workers and a part time caretaker. The café has no formal membership system and is free to all participants. The local community police are actively involved in café events and are regular visitors.

The main outcomes of this project are:

- Youth disorder in the area on the nights the café is open has been reduced by 80%
- The relationship between young people and the police has improved and there is more effective communication both in the café and on the streets
- The youth café has attracted young people who do not attend or are barred from other services and school social events. A number of those attending had been in trouble with the police and excluded from school

¹⁷ Harnessing the Energy. Youthlink Scotland Annual Report 2002

1.12 CASE STUDY

The Falkirk Cruisers Initiative

Falkirk's town centre road infrastructure, the location of licensed premises and fast food outlets patronised by young people, have proved to be attractive to members of the 'cruiser and boy racer' fraternities over the last three decades. The number of people and vehicles involved generated a high number of complaints from both the business and local communities. Targeted periods of enforcement by local officers, supported by the force's road policing unit, achieved only short term successes and simply displaced the problem.

Central Scotland Police established a multi-agency and community working group in an effort to engage effectively with local stakeholders and young people whose views were represented. The community made their views known and highlighted their concerns about the threat to community cohesion in Falkirk. Following discussions, a joint problem solving approach was introduced which focused on education and road engineering opportunities, with enforcement seen as a last resort. Members of the Working Group included police, local authority, local business, local elected members, and community council representatives, local residents in affected areas, the community safety development officer and most importantly, young people from the groups complained about.

Successful outcomes from the initiative to date include:

- Influencing members of the group to work together with the community in an effort to find longer term, sustainable solutions to the problem
- Providing options for environmental changes to the town centre retail park and road infrastructure
- Developing and implementing an agreed media and internet communication strategy
- Utilising an outreach worker to work with the 'cruiser' fraternity
- Facilitating an open evening attended by group members and young people, to improve communication and understanding
- Identification of alternative meeting venues
- Reduction of complaints and enhanced shared awareness of the issues involved
- A recognition that the 'cruiser' and 'boy racer' fraternities can act responsibly in response to community concerns

HMIC recognises both the case studies highlighted as sound community initiatives, where positive engagement with young people and other stakeholders has enhanced the work undertaken by police and importantly, has identified roles and actions for other community partners. Success in these initiatives is attributable to the wide consultation and joint problem solving approaches adopted, with effective outcomes for community engagement.

1.13 NOTEWORTHY PRACTICE: COMMUNITY CONSULTATION

A number of forces have published consultation strategies which outline consultative arrangements across the full range of activities at national, force and local levels. HMIC endorses this approach as a vehicle for continuous improvement and for ensuring that all staff appreciate what is expected of them in respect of public consultation.

Grampian Police operates a force research unit comprising a team of qualified social scientists who conduct research on behalf of the force. In addition to considering the findings of major national crime surveys, the unit designs and conducts specific research tailored to meet the needs of the force. The unit was recently expanded with an additional post for a strategic analyst.

The department is currently developing a project to utilise neighbourhood photographs to gauge the perceptions of community members across a number of policing issues. Sponsorship funding is being arranged to buy disposable cameras which people will use to photograph aspects of daily life in their communities to capture issues of vandalism, graffiti etc. The photographs will then form the basis of discussions between police and the community in considering policing priorities.

The same force, under the strapline 'meeting community needs – thinking forward', publish a 'have your say' section in Deeside community newspapers. This encourages the public to complete the section identifying issues of particular concern in their community and post it or drop it into any local police station.

Fife Constabulary's eastern division ensured that their consultation exercise for the 2003-2004 planning year was accessible, by taking the exercise to their communities. To glean as much information as they could, the force visited various groups. The division located a community access vehicle at a number of pre-advertised sites, including supermarket car parks. University students were canvassed during 'freshers week'. Fifth and sixth year school pupils attended open forums held at local high schools. Views of local councillors and community councils were also canvassed in addition to those of the general public. Police and support staff were also consulted on their views.

Tayside Police has established the post of consultation analyst within their corporate development section. As part of the force's revised corporate communication strategy, a new meeting template form was devised and made available on the IT network to all staff. Officers attending meetings with community groups use the form to record details of issues raised. The form is then forwarded to divisional/departmental managers who decide on appropriate policing strategies. Once concluded, forms are sent to the consultation analyst to inform the planning process. The form design includes a community feedback element over agreed timescales so that those originally raising the issue are made aware of the outcome.

In addition, the Chief Constable and his divisional commanders participate in high profile public surgeries. These are held in supermarkets or similar venues and afford the community an opportunity to discuss policing issues with the force's senior management.

Lothian and Borders Police undertook a large scale consultative exercise with its Partners Survey which made extensive use of community focus groups. Groups addressed the public's perception of crime and levels of fear of crime and a number were held at sub-divisional level to ensure a local context. Information gathered was then used in the design of the main postal survey which achieved almost three thousand responses and covered a wide range of issues including the setting of local policing priorities.

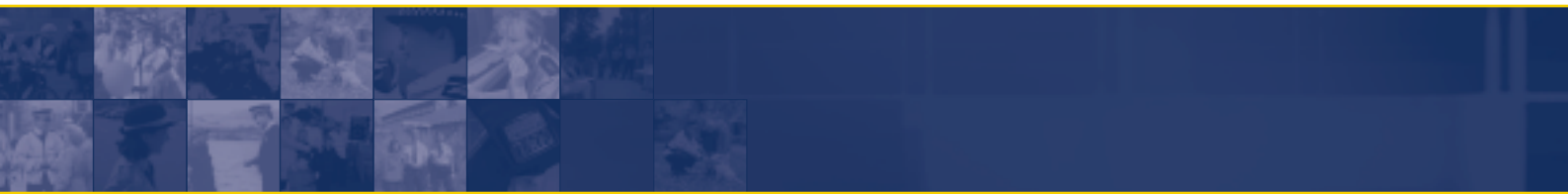
Northern Constabulary operates a 'Three Tier Community Consultation' policy and this is informed at a strategic level by a biennial public consultation survey. The Force is part of the Wellbeing Alliance, which is the strategic Community Planning partnership for the area. Under its auspices, a family of strategies has been developed, covering all aspects of community wellbeing, including community safety. This includes monitoring of community cohesion through mechanisms such as the Highland Youth Voice, Community Safety Local Action Teams and Drug and Alcohol Forums. In some areas this has been extended, exemplified by the use of focus groups in the Western Isles and developing routes specifically to reach ethnic minorities in Orkney and the Western Isles.

1.14 Future Engagement

In terms of community consultation, the Scottish police service requires to look beyond the limitations of the current framework of performance indicators, towards a more localised community based model. The current work by ACPOS in respect of performance management, provides an opportunity to examine and consider the local component of policing and to consider more fully community aspirations.

HMIC recognises the efforts made by forces in reaching out to their communities. All reported their frustrations at low response rates to surveys. The challenge remains, how do you consult a community that appears unwilling to participate? Persistence and in many cases rebuilding capacity are the only ways to restore the levels of neighbourhood confidence that reduce tolerance and raise local expectation to the point where communities feel sufficiently engaged to begin talking about local policing priorities. Community Planning is well placed to deliver the levels of capacity required, with the opportunity for service providers to consult and deliver jointly on community aspirations. True community engagement will only occur if policing, in partnership with the other public sector agencies involved in community safety, can refocus on local needs prioritised by local people involved in meaningful dialogue with those responsible for delivering the service.

Undaunted by the apparent lack of civic engagement, forces have displayed a willingness to explore novel ways of consulting the community in a manner that goes beyond talking to 'the usual suspects', who are not always representative of local communities at the usual round of meetings. If the Scottish police service is to embrace the ethos of enhanced local dialogue, then consultation tools such as public perception surveys, can assist in gauging community concerns and the formulation of local policing plans.



CHAPTER **2** COMMUNITY PLANNING AND COMMUNITY SAFETY

2.1 Introduction

Since their inception Community Safety Partnerships have fallen under the overarching Community Planning framework. The Local Government in Scotland Act 2003 came into force on 1 April 2003, placing a statutory obligation on local authorities to initiate, facilitate and maintain Community Planning. The legislation also requires other key public bodies, including the police, to participate in the two main aims of the Community Planning process:

- Making sure people and communities are genuinely engaged in the decisions made on public services which affect them
- A commitment from organisations to work together, not apart, in providing better public services

The key themes of community engagement and partnership working are in full accord with the police mission of promoting safer communities. While having no remit to measure local authorities' progress in response to the new Community Planning arrangements, HMIC was keen to examine the impact on forces in terms of Community Safety Partnerships.

Both the police and council elements of Community Safety Partnerships are adapting well to the new statutory arrangements, under the wider, overarching strategic framework of Community Planning. In a police context, the Inspection found that those authorities who had previously been designated as 'pathfinder' councils or who had experience on the Community Planning Task Force appeared to have benefited from this in terms of formal planning arrangements and partnership working. The Scottish Local Authority Community Safety Forum¹⁸ (SLACS), which is responsible for developing strategic work in this area, provided the Inspection with a good overview of community safety arrangements throughout the country.

In areas where Community Planning is a relatively new concept, the Inspection found some uncertainty amongst many officers as to the links between police, community safety partners and the Community Planning process. HMIC recognises that training and awareness is ongoing in this area, with much of the training being delivered in partnership with the other agencies involved.

¹⁸ www.communitysafetyscotland.org

Community Planning is a much wider concept than community safety. This was reflected by authorities like Dumfries and Galloway who include community safety as part of a more holistic and strategic community health theme. The Local Health Board representative leads this particular partnership, which is sensible when we consider the links, for example, between safety cameras, road casualties and receiving hospitals, or between alcohol abuse and violence. At a more basic level, in the same force area, the Community Planning Partnership allocated funding to the Local Health Board for research into medically supervised 'wet houses' to accommodate rough sleepers and 'drunk and incapables', with the potential to greatly reduce the impact on police time. Angus Council (Tayside Police) is another authority that has placed community safety under the broader Health Improvement theme.

2.2 CASE STUDY

Community Planning in Action: Aberdeen City Council

Aberdeen's Community Plan, 'Aberdeen futures', is a social, economic and environmental plan for the city based around 14 themes or challenges, of which safety is one. Grampian Police is a key partner in the Community Planning Partnership known as The Aberdeen City Alliance (TACA), whose membership includes the Chief Constable. The 14 challenges are taken forward through challenge forums, some of which are based upon previously existing partnerships. The challenge forum for safety is the Aberdeen Community Safety Partnership.

There are also process challenges, e.g. 'Being Informed' and 'Getting Involved', which actively target the community to become engaged in the Community Planning process. The Civic Forum is the main direct link in this regard, comprising representatives of both geographic communities and communities of interest. Membership is drawn from community councils and any other representative groups in the city, particularly communities of interest such as young people, women, ethnic minorities, travellers, people with disabilities and older people. Representation on each of the challenge forums by members of the Civic Forum ensures good levels of community engagement. The Civic Forum also undertakes monitoring and review of the challenge forums' work.

The Aberdeen Community Safety Partnership has been in existence since 1999, and in 2002 took on the responsibility for the challenge forum for safety, in anticipation of Community Planning legislation (Aberdeen was represented on the Community Planning Task Force). The Aberdeen police divisional commander is currently vice-chair of this group. The partnership operates with a strategic level parent group and a number of task groups working on specific areas. Membership of the strategic group includes:

- Aberdeen Safer Community Trust (voluntary sector)
- Victim Support
- Neighbourhood Watch Association
- Community Councils Forum
- Civic Forum (four representatives)

Task group representation includes:


- Wilful fire-raising (fire brigade led)
- Crime reduction hotspots (police led)
- Safer city centre
- Community wardens/anti-social behaviour

Community safety audits are utilised to augment the consultation process, with the Aberdeen strategy now more likely to be based upon joint approaches. Grampian Police has stopped holding 'police only' stand alone consultation as part of their corporate planning process. With the emphasis on partnership, driven by Community Planning, the force is now empowering staff to work jointly, sharing relevant data with other agencies involved. Aberdeen has established a 1,400 strong citizen's panel with representation drawn from across all groups in the community. Panel members receive four questionnaires over the course of the year asking for their views on public service provision. Police, health and local authority and other Community Planning partners use the data collated to help shape local services.

Community Planning is also driving the creation of Neighbourhood Community Action Plans for all neighbourhoods in the area. These are council led and involve partners, together with the communities involved, in identifying priorities for action. These are structured around Community Planning challenges, including the Aberdeen Community Safety Partnership, with work linked between Task Groups and partner agencies. Results are fed back to the neighbourhoods involved.

A number of forces are reviewing their partnership arrangements to establish whether the desired outcomes could be better achieved by mergers or by streamlining groups into wider Community Planning themes.

Partnerships are an established way of life in Scottish police forces, but HMIC is encouraged to see Community Planning driving reviews of joint working arrangements. Before embarking upon community safety initiatives, forces are asking 'How does this fit with the Community Plan? Does the partnership add value to stand alone efforts?' If the answer is 'yes', the next questions should be 'How will this affect my partners?' and 'How can my partners assist me?'



True partnerships will only see effective joint service delivery if we can change our culture and become less precious about professional boundaries. 'Silo thinking' will not deliver community aspirations in the five key national priority areas of crime, health, education, the economy and transport.¹⁹ Information and data exchange were mentioned in Chapter One of the report and this is an area where Community Planning could potentially deliver meaningful cultural change.

A number of forces have embarked upon data sharing projects. These range from pooling all available partners' statistics and making the relevant data available on a community safety website, to housing offices being supplied with tactical assessments of local estates compiled with police information. Forces are making huge efforts in this area to exchange information and the work of the Scottish Data Sharing Working Group²⁰ should assist in developing and refining protocols in this important area.

It is imperative that data protection considerations are not seen as an impediment to the effective exchange of information by Community Planning partners working to enhance community safety.

One challenge in the area of information exchange is the fact that our partners in health, housing and education do not have the equivalent of a national intelligence model. As highlighted in section one, forces will be required to manage the information in a useable format in order to convert it into meaningful community intelligence. Partner agencies are concerned with the same issues, people and locations highlighting the potential for joint solutions to shared problems. At the moment, there is discussion as to whether NIM could accommodate all the low level intelligence associated with shared information from partners. Can it really be a different data set, scrutinised by different analysts or is it the bottom up driver for level two and level three of the model? There are already concerns about too many intelligence collators and not enough users! As with many areas, the full development of useable community intelligence will have resource implications. It would be good for the service if some of these resources came from partner agencies submitting a refined intelligence product for consideration by the wider partnership players.

2.3 Performance Management

As touched on in Chapter One, there is potential for conflict between nationally set policing targets and local neighbourhood priorities. By setting policing priorities in a more local context and through joint working with Community Planning partners, there is an opportunity for more integrated thinking across public services. Public reassurance is a notoriously difficult area in which to define and measure policing success. Problem solving partnerships, joint working and data sharing will mean that service practitioners and managers from police, housing, social work, education and other council services, will often be targeting the same areas, families or individuals.

¹⁹ Better Communities in Scotland. Closing the Gap. The Scottish Executive's Community Regeneration Statement. (June 2002)

²⁰ Information Sharing, Community Planning Advice note 8. www.scotland.gov.uk/consultations/localgov/cpguidance.pdf

There will be some scope for joint performance indicators, or at the very least, an opportunity to ensure that aims and objectives are harmonised across the agencies involved. In any case the targets pursued by Community Planning Partnerships should be meaningful to local communities and reflect the true needs of the people receiving the services. ACPOS has already begun work to examine the area of performance management, which is scheduled to be the focus of a future HMIC study. Both projects will provide opportunities to consider the local context when setting priorities and performance measures.

RECOMMENDATION 3
HMIC recommends that ACPOS, in consultation with the Scottish Executive, ensures that the development of performance indicators is consistent with the local context of Community Planning.

2.4 Community Budgeting

Flexibility and sustainability of response among partner agencies require continuous development to achieve the potential of Community Planning. Within this context, resourcing is often a problem as many budgets and financial procedures are not designed for partnership working. The concept of 'Community Budgeting' can begin to address these issues by identifying the local spend for partner agencies which can then be utilised to develop and deliver services focussed on the identified needs of the community.




Many forces are encouraging bids based upon intelligence led problem solving approaches approved through the tasking and co-ordinating process. For example, a Strathclyde Police pilot project in Renfrewshire will see every community police officer in the division given a £500 budget under the community 'wellbeing' fund. Individual officers will have management of these funds to contribute to their local Community Planning partnerships, thus enhancing the role of the community police officer.

2.5 CASE STUDY

South Lanarkshire Council: Problem Solving Partnerships

South Lanarkshire Council was a 'Pathfinder' authority,²¹ and is well advanced in terms of Community Planning partnership arrangements. Strathclyde Police is involved with the council and other Community Planning partners in a joint problem solving approach to community safety.

²¹ Community Planning Task Force. www.scotland.gov.uk/library5/planning/frcp-00.asp
www.communityplanning.org.uk



As part of the development of their anti-social behaviour strategy, South Lanarkshire Council is developing an 'engine room' to support the work being undertaken by the problem solving steering group. Mirroring similar police style structures and linking with the local police division's problem solving unit, the engine room's primary role will be to collate all community information and intelligence received by the council through the promotion of the problem solving process.

Community information will be received at the council in a number of ways including telephone hotline, mail, council staff intranet and staff e-mail. It will be analysed and developed into local 'problem profiles', which will be used in conjunction with police incident analysis to inform effective deployment of community wardens and direct local problem solving liaison groups. In addition to this, the engine room will carry out cost benefit analyses in relation to the additional service provision created by long standing complaints and recurring anti-social problems. This provides the main linkage with Strathclyde Police's problem solving unit, when a joint problem solving approach is seen as advantageous or deemed necessary, particularly to tackle the causes of anti-social behaviour. The engine room will also be responsible for feeding back information and outcomes to the initial complainer.

In addition, the engine room will prepare a directory and a list of options which could be used when addressing most problems. This is being devised as an integral component of the council's anti-social behaviour strategy, in partnership with all agencies involved, and will include information on community safety, enforcement, legislation and education. This 'tool kit' will be used by operational staff to tackle specific and identified problems, with the engine room staff providing training and support for operational staff in delivering frontline services in this field. Finally, the engine room will also be responsible for conducting research and sharing best practice.

The Council intends to appoint an engine room co-ordinator and support staff to work in the new unit alongside a seconded police officer to ensure that all complaints are dealt with timeously and referred to the appropriate agency for action. Strathclyde Police has confirmed agreement and support for this proposal and will provide part funding for the police officer post. The co-ordinator will also be responsible for providing problem profiles to the inter-agency problem solving monthly steering group. The profiles will quantify specific issues identified through incident analysis for each geographic area and provide feedback on the actions taken to further inform the problem solving initiative. The co-ordinator will also have a role to link with the council's anti-social behaviour team and the wardens' team to ensure that these resources are being directed towards tackling issues identified by the engine room. The role will also involve the provision of information to inform the daily briefs for the wardens to ensure that they are aware of current issues in their areas and will also have targeted actions based on both police intelligence and community intelligence gathered and driven via the engine room.

2.6 Co-ordination of Warning System

A further strand of South Lanarkshire Council's strategy is to seek funding to develop the Senior Police Officer's Warning System into a more effective and co-ordinated mechanism for preventing future anti-social behaviour, through the joined up use of:

- Mediation
- Acceptable Behaviour Contracts
- Co-ordinated diversionary work

The Council recognises the value of diversionary work and the positive impact that this can have on preventing re-offending. Within South Lanarkshire, there currently operates a Senior Officer's Warning Scheme where senior police officers provide a warning to an individual who has 'offended'. It is recognised that by joining up the Senior Officer's Warning Scheme with available initiatives within South Lanarkshire, including mediation, acceptable behaviour contracts and diversionary work, the warning can have more effect and also provide support to the individual to prevent future re-offending.

To illustrate how the Senior Officer's Warning Scheme can become more effective, the Council highlighted a recent issue in South Lanarkshire. There was a concern over youths using public spaces for motorcycling and quad bike riding. Police warnings proved largely ineffective as a long term sustainable solution to the problem. However, following discussions with the police, it was agreed that the Anti-Social Investigation Team along with the police, would invite the parents to discuss the unacceptable behaviour. This resulted in Housing Services, with the support of the police, issuing letters to the parents confirming that it would take action against the parents' tenancy if the behaviour continued and would also consider the use of Anti-Social Behaviour Orders where appropriate. Following the issue of these letters the matter was quickly resolved and no further incidents have been reported.

South Lanarkshire Council now intends to appoint a dedicated officer, employed by the local authority, to; work with the police to negotiate appropriate reparative work; draw upon expertise from existing resources within the council, for example, the Community Service Scheme or the Mediation Service. This will ensure that the 'warning system' is more coherent and will involve all appropriate partners, including housing, police, social work; and make use of the diversionary schemes where appropriate.

This Inspection noted much of the excellent work being carried out by community officers in partnership with their counterparts in local housing teams, environmental patrols, truancy units and more. This captures the essence of local partnership working and it is important that forces consider the emerging developments of Community Planning to ensure consistency with existing arrangements involving community officers in community safety initiatives. If community officers are not properly locked into the emerging Community Planning ethos then opportunities will be missed for joint working, information sharing and joint problem solving.

RECOMMENDATION 4

HMIC recommends that forces review Community Planning arrangements:

- **To ensure emerging policies are fully integrated with community policing strategies and compatible with a community safety ethos**
- **To service financial arrangements that ensure police representatives in Community Planning Partnerships can access funding streams, in order to contribute appropriate monies to joint problem solving initiatives**
- **To facilitate information sharing and data exchange, to maximise the potential for Community Planning to deliver joint problem solving**

2.7 The Role of LALOs

Another interesting development since the onset of Community Planning is the changing role of Local Authority Liaison Officers (LALOs). Recognising the wider remit of Community Planning, Central Scotland Police withdrew its three LALOs from their local authority locations and established them within an enhanced Community Planning Unit.

Reporting to an Inspector within the Community Safety Policy Unit, the three LALOs work closely with a jointly funded Health Service Liaison Officer. While the three local authorities were concerned at the loss of their dedicated LALO, this change by the force reflects the strategic importance of the wider Community Planning remit. The LALOs continue to liaise with the authorities, while the larger unit has the potential to provide more resilience in covering a much wider service area with all Community Planning partners involved. This also provides scope for a balanced level of service in terms of partnership arrangements across the three local authority areas, each of which are at different stages in the Community Planning process.

In addition, Dumfries and Galloway has relocated its LALO from the Chief Executive's office to police headquarters in a revised wider role of Community Planning co-ordinator with links to dedicated Community Planning sergeants at each division.

A number of forces voiced concerns on the LALO post, with a view that in some cases officers had become too absorbed in council duties and been diverted from their primary liaison role. Police and local authorities both expressed a view that the LALO role should be more properly defined to address the wide variance of duties performed by these officers.

HMIC believes that Community Planning may have overtaken the conventional role of the LALO. The new arrangements suggest a much broader remit, with the importance of council liaison still recognised but as part of a wider partnership, with health,

education, housing, Scottish Enterprise and the voluntary sector all potentially involved. It is a matter for Chief Constables as to how key partnership arrangements are serviced, but the impact of Community Planning requires the roles and responsibilities of LALO personnel to be re-examined to ensure that they reflect appropriate partnership arrangements.

RECOMMENDATION 5

HMIC recommends that forces review the role of Local Authority Liaison Officers to ensure that responsibilities are appropriate for the emerging Community Planning arrangements.

2.8 Recognising Excellence in Partnerships

As forces and key Community Planning partners develop the new arrangements, there is evidence of innovative approaches to joint working. In Fife Constabulary, an annual award is given to the Problem Orientated Policing (POP) initiative which shows the most successful and sustainable outcome in a police community safety project. The top ten force partnership initiatives are summarised, catalogued and circulated as best practice. The award winners receive a trip to the annual national POP event, the Tilley Awards in Hinckley.

As Community Planning impacts on joint problem solving approaches across public service partnerships, HMIC is encouraged by the support within ACPOS for a national award in Scotland to recognise excellence in the area of partnership working and joint problem solving. Such an award category, in the field of community safety, would encourage innovation and facilitate the sharing of best practice learned from successful collaborative approaches in this area. It would also serve to bolster the partnership ethos of Community Planning and reinforce the benefits of working together.

RECOMMENDATION 6

HMIC recommends that ACPOS, in consultation with COSLA, examines the potential for an annual national award to recognise excellence in the fields of community safety and joint problem solving within the wider Community Planning arena.

2.9 NOTEWORTHY PRACTICE

Fife Constabulary embarked on a training programme for Problem Orientated Policing in September 2002. The training included representation from a number of partner agencies such as Social Services, Community Education, High School Rectors, Locality Managers and Transportation Services. A total of eighty partnership representatives attended the training days, which involved theoretical input and practical problem solving workshop sessions. Community officers were selected for this training as it was recognised that their role demanded a close working relationship with partners and that Problem Solving should be the framework for tackling many issues within their communities. The training days were evaluated, with police and partnerships responding in a very positive fashion.

Tayside Police community involvement department has a stake in the Dundee Steward Licensing Course. The 16 hour course consists of four modules and runs on a multi-agency basis, with presentations from St Andrew's Ambulance Service and Tayside Regional Council on Alcohol, in addition to police inputs on drugs law and incident reporting.

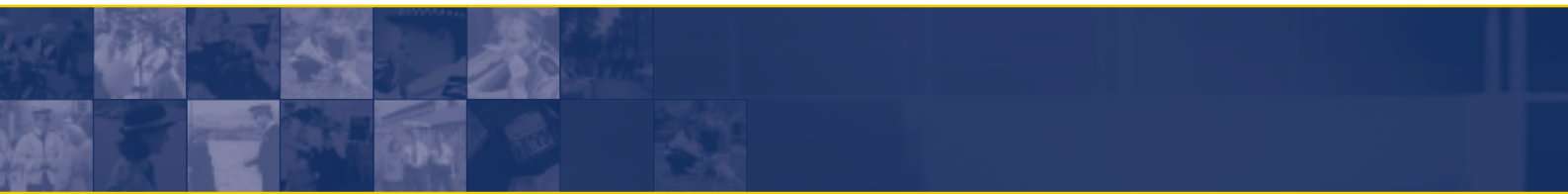
Argyll and Bute Council identified road deaths and serious casualty figures as a priority issue for the authority area. A series of local meetings were held with all stakeholders in the community. A sub group, including members of **Strathclyde Police** Road Policing Department, Argyll and Bute Council road safety unit and local haulage contractors, progressed the issue and formulated a local road safety charter. Local businesses were invited to sign up to a safe driving charter which included commitments from companies not to pressurise drivers unduly with unrealistic schedules.

In South Lanarkshire Council, the Community Safety Theme group introduced the 'Winning Hearts and Minds' project to tackle community concerns over vandalism. Following full consultation with interested parties, including **Strathclyde Police**, a systematic analysis of crime patterns and local opinion targeted the problem areas. A community safety audit was conducted by the agencies involved, who shared available information and intelligence. Local implementation teams were established to develop education, prevention and environmental programmes based on partnership working and shared funding. Neighbourhood programmes of youth outreach work and sports coaching supported an anti-vandalism schools initiative and saw over four hundred young people engaged in diversionary or developmental activities. A key outcome for the project was a 29% reduction in reported vandalism across the programme area.

2.10 Partnership Opportunities

Although only introduced in April 2003, the Local Government in Scotland Act is clearly impacting on how public services are delivered. The commitment to working together is driving partnerships and engaging with communities in relation to local services. Police partnership working, particularly in the area of community safety, is adapting well to the new arrangements. As the new processes become embedded in day to day police procedures there is a clear need to align fully the multi-agency elements of Community Planning with community policing strategies and in particular, with the opportunities presented for information exchange, data sharing and joint working, especially around problem solving.

Single agency performance indicators and individual funding streams are likely to perpetuate service boundaries and further work in these areas could enhance the potential for joint working and effective service delivery. Community Planning presents all of the players with opportunities to identify successful collaborative approaches in community safety and to recognise, acknowledge and reward those outstanding initiatives which could work elsewhere.



CHAPTER **3** POLICING WITH THE COMMUNITY

3.1 Introduction

In determining a title for this section of the report, ‘Community Policing’ was avoided because the term clearly means different things from force to force, particularly so between rural and urban models. ‘Policing *with* the Community’ better reflects the traditional model of community policing in Scotland and emphasises the important component of engaging *with* those communities we police.

A number of recommendations in ‘Narrowing the Gap’²² centred around how communities are being policed, with a focus on the opportunities available to narrow the demand gap between public expectation and service delivery.

Recommendation 12 urged:

*‘that forces afford due status to patrol and community policing as distinctive elements of service delivery’.*²³

This Inspection has highlighted the finding, that in terms of Community Policing there is no ‘one size fits all’ approach. By necessity, forces have adopted different styles and approaches to this area of police work. Different labels and designations are applied to the roles of Community Officers. From Community Beat Officers (CBOs) in Aberdeen and Edinburgh to Community Liaison Officers (CLOs) in Tayside; from Community Officers (COs) in Dumfries and the Borders to Community Police Officers (CPOs) in the Strathclyde Police area; all of these officers have generally the same aims and similar job descriptions.

A common concern voiced by community officers during this Inspection was the continuing high level of abstractions from their primary role in the local community. Although a number of forces have introduced abstraction thresholds or other policies to ease this situation, community officers were of the view that they remain an easy ‘first port of call’ rather than a last resort for covering vacancies elsewhere in the roster, bolstering operational events or responding to reactive demands. Some community officers reported that the situation improved where senior management was visibly seen to be committed to retention, rather than abstraction.

²² Narrowing the Gap. HMIC (2002)

²³ Narrowing the Gap. HMIC (2002)



HMIC is conscious of the measures taken by forces to promote the community officer as a specialist. However, efforts in this regard are undermined if the officers involved are required to cancel engagements or cannot be contacted due to late changes in their roster. This contributes to the sense of frustration expressed by community officers during this Inspection, who feel that the true specialist nature of their role is misunderstood and unappreciated by peers, supervisors and senior management. HMIC is satisfied that forces are alive to this challenge and

the strategies previously outlined will address this issue in the longer term. Most forces have utilised the recently introduced Special Priority Payments (SPPs) to recognise and acknowledge the specialist nature of community policing in what is, for many a hard to fill post. Dumfries and Galloway Constabulary, for example, has identified an SPP category of 'patrol excellence' payable to community and patrol officers who meet the standards and criteria applied. It is too early for HMIC to comment on these worthwhile attempts at enhancing the status of community officers.

3.2 CASE STUDY

Lead Constables: Tayside Police

In administering SPPs, Tayside Police directed most of the available funding towards uniformed operational officers. To enable this, the force also established the post of lead Constable and afforded this status to officers working at uniformed operational level. The post attracts an SPP of £1,250 per year. These officers are flexible in terms of location and deployment in each division and assume responsibility for actively promoting standards of service. They are also viewed as vital to the development of probationary constables, projecting a positive image both inside the organisation and outwardly to the general public. All core aspects of tutoring, in force, will be provided by lead Constables.

Designating officers as lead Constables fulfilled the requirements of PNB guidelines on SPPs and resulted in the creation of 109 positions at an operational beat level to which officers can aspire. The policy also has the effect of retaining experienced officers on front line policing duties.

SPPs for lead Constables will be available to officers with at least five years operational service who are working 'on the beat' across the force area. Interest in the position can be notified by constables to line managers for consideration against published criteria by command teams. The whole process will be supported by annual performance review procedures which will inform decision making in respect of identifying suitable candidates. Lead constables will hold the position for a year subject to review. Officers transferring to other specialist posts will lose their lead constable status.

HMIC is encouraged by this innovative application of priority payments in a clear effort to enhance the status of the front line, uniformed patrol officer. The policy chimes with recommendation 12 of 'Narrowing the Gap'²⁴ in 'according due status to patrol and community policing'. The full impact of special priority payments was not known at the time of this Inspection but HMIC will monitor the situation during the primary inspection cycle.

3.3 Community Policing

In many forces there is a lack of any active community policing strategy, with many community officers and some middle and senior management unsure as to how this component of the organisation contributes to the force policing plan or to the targets and performance indicators set. In an area where success is much more difficult to define and thus measure, many community officers are being guided towards activities which equate with inputs and outputs rather than towards the outcome focus required by modern policing strategies.




Recent developments in intelligence led policing and the application of the National Intelligence Model (NIM), the introduction of the Scottish Intelligence Database (SID), restorative justice measures, the use of problem solving approaches, especially the potential for joint problem solving presented by Community Planning partnerships and the emergence of local authority warden patrols, identify an urgent and pressing need to clarify the role of the community officer in all of these areas and to better understand what is meant by community policing.

HMIC views the developments outlined as an opportunity to redefine the community policing role and develop national strategy in this area.

3.4 Training for Community Police Officers

This considerable list of emerging developments in the wider community safety arena will impact on the role of the modern community officer. Roles of problem solver, mediator, intelligence gatherer and community leader, especially in respect of working with council wardens, means that community officers will need to acquire a new and enhanced skills set. Any national community policing strategy will require to consider the competencies needed to fulfil the person specification. Currently national training for officers performing community policing roles is focused mainly on the four weeks Standard Crime Prevention Course. This was the mainstay of former community involvement personnel and teaches a mix of physical and social crime prevention. Other courses attended by community officers range from CCTV modules to Local Authority Liaison Officers courses. Although the content of these courses is sound, they are peripheral to the core role of a community officer.

²⁴ Narrowing the Gap. HMIC (2002)



Problem solving tools are obviously relevant to the role of a community police officer, but many community officers are not trained in this method. All probationers now attending the Scottish Police College are taught the SECAPRA model. Although a number of forces use this approach, others use alternative models such as CAPRA or SARA and there is a danger of overly complicating this aspect of police work. There is a need for a more consistent and standardised approach to problem solving especially, if this important area is to be extended to partnership working.

Figure 1: Problem Solving Approaches

SECAPRA and CAPRA

S – security and safety
E – ethics
C – community
A – acquire and analyse (information)
P – partnerships
R – resources
A – assessment

SARA

S – scanning
A – analysis
R – response
A – assessment

Forces are conducting some local training to cover developments such as problem solving and, where appropriate, restorative justice but HMIC is concerned that in terms of available training for community officers there is a need for consistency and a more standardised approach. If we are to be serious about enhancing the role of community officers and recognising the specialist nature of their duties then there is a requirement to conduct a training needs analysis on the role of the modern day community police officer. This work should be carried out in parallel with the development of a national community policing strategy.

RECOMMENDATION 7

HMIC recommends that ACPOS develops a national community policing strategy advocating a more consistent and standardised approach to this role, recognising recent developments in Community Planning, NIM, problem solving, restorative justice and warden schemes.

RECOMMENDATION 8

HMIC recommends that ACPOS conducts a training needs analysis on the role and responsibilities of community police officers, recognising recent developments in Community Planning, NIM, restorative justice, problem solving and warden schemes, in conjunction with the development of a national community policing strategy.

3.5 Problem Solving Approaches

'Narrowing the Gap'²⁵ was also concerned with how policing priorities come to be established and whether developments in the National Intelligence Model and Problem Solving Policing are making full use of community intelligence.

Recommendation 10 of the report defined the challenge:

'That forces examine and develop the opportunities which exist to optimise community intelligence, firstly to provide a foundation for the higher level intelligence framework within NIM and secondly to act as a catalyst for meaningful problem solving within tactical tasking and co-ordinating'.²⁶

This Inspection was keen to follow up on this area and on the facility offered by NIM and problem solving approaches to ensure that a properly prioritised police response is deployed using the appropriate resource from the range of tactical options available, including foot patrol, community police, CID, traffic or support unit. Interest also focused on how the emerging partnership arrangements under Community Planning were factored into the tasking and co-ordinating process, as well as how the tactical resource deployment linked with the strategic goal setting and community consultation processes.

Despite a number of reported false starts, forces are now developing problem solving approaches as an integral part of NIM. Again approaches vary between Problem Solving Policing, Problem Orientated Policing and forces that utilise the available action templates in NIM to avoid the need for additional processes. Forces who had begun running NIM and problem solving as separate projects have taken steps to merge them together with the problem solving component fully integrated into NIM.


Only one force, Central Scotland Police, reported no formal problem solving element in its policing plan, but used targeted, intelligence led initiatives under the auspices of the force's 'Safer Central' policing philosophy. This model relies upon tactical level tasking and co-ordinating to drive initiatives in response to problems identified. All forces are exploring the potential for joint problem solving which may mean that, in time, the 'policing' element of the titles for POP and PSP can be dropped completely or replaced by 'partnerships' to better reflect developing approaches in this area.

3.6 Community Intelligence

The concept of community intelligence should not be interpreted in sinister terms. Rather it is a practical recognition that partner agencies are in possession of low grade community information relating to the frequency and location of their service demands which would be of value to other partners.

²⁵ Narrowing the Gap. HMIC (2002)

²⁶ Narrowing the Gap. HMIC (2002)



For example, during HMICs recent joint Inspection with the Fire Service Inspectorate on fire-raising, 'Fire: Raising the Standard',²⁷ it was reported that when the fire service attend reports of schools burning down, calls of this nature were often preceded by four of five calls to the same school reporting bin fires or other more minor occurrences. In terms of drug use, our health board partners can tell us where drugs overdoses are occurring; cleansing and environmental services can tell us where discarded syringes are being recovered. The question then arises, how well does this information fit with what we know about drug dealing activity in the area? When a large group of teenagers are reported hanging about a street corner do the police take their details after they warn them and move them along? What if the location is a known vandalism hot-spot? These are basic examples of low level information which is potentially in possession of the police or our partners and which could contribute to level one of NIM but may never be converted to intelligence.

All forces acknowledged the challenge of capturing, retaining and refining low grade community information and converting it into usable intelligence. Forces have introduced a variety of measures, ranging from the introduction of new forms to capture information at community meetings, through developing stand alone databases to simply instructing officers to complete an intelligence log regardless of how 'low grade' the information might be perceived to be. The first two approaches treat community intelligence as a different data set, whilst the latter puts local intelligence resources under pressure in terms of having to process volume intelligence submissions.

Forces are adapting various methods to capture information from community meetings and partners, to inform the wider corporate planning process. While this will undoubtedly assist in informing local policing plans, it is unlikely that these methods will harness the day to day operational snippets of low grade intelligence that front line practitioners and investigators can rely on. The dangers of separating low level elements from the remainder of the model are obvious. The 'small stuff' often drives or supports the higher end of criminal activity and much of the activity and behaviour considered low level crime and disorder has a considerably higher impact and consequence for local people living in the affected areas.

HMIC is in no doubt that the recently launched Scottish Intelligence Database (SID) should be the single repository for all intelligence. In terms of people and process, there will be issues concerning capacity, capability and the levels of resourcing needed for the conversion of low grade information into meaningful intelligence. HMIC recognises the reasons behind the creation of interim or supplementary databases to support intelligence efforts in the shorter term but would caution against any further developments in this approach, preferring the consistent, standardised model provided by SID that has been successfully adapted to include community intelligence by some forces.

²⁷ Fire: Raising the Standard. HMIFS and HMIC (2002)

3.7 CASE STUDY

South Lanarkshire Problem Solving Policing Model

Problem Solving has been piloted within the South Lanarkshire Division of Strathclyde Police since October 2002. To date it has been successful in the resolution of numerous community issues and the reduction of incidents, allowing patrol officers more time to deal with community concerns in a more professional manner. The Problem Solving approach has become an integral part of the way the division conducts its business and, along with NIM, provides a model of policing for the area.

As Strathclyde Police continues to develop Problem Solving, NIM and the overall policing model through ongoing project teams, South Lanarkshire Division continues to review its procedures, identifying weaknesses and making adjustments to its processes. A recent review of the South Lanarkshire pilot was carried out, taking into consideration NIM, the Analytical Unit, the Local Intelligence Office and community policing and the following reflects its findings:

3.7.1 **Call Handling Unit (CHU)**

This has been viewed as a success of the model, dealing with approximately 17%-20% of the division's total incidents. Staffing levels of one sergeant and 12 constables working two shifts has proved to be effective in meeting local needs. Experience has shown that the CHU is principally directed towards supporting the area control room. It does, however, also play an important role in the identification of recurring problems inherent in the problem solving approach adopted.

3.7.2 **Problem Solving Unit**

The divisional problem solving unit is staffed by an inspector and two constables who monitor command and control incident data linked to area crime profiles, identify recurring problems and collate community information. The unit acts in liaison with local senior management and community inspectors to identify problem areas and progress appropriate interventions and responses by police and partner agencies. The inspector also oversees and ensures liaison between call handling, crime management, local intelligence officer and the analytical unit, thus presenting a full and accurate picture of the issues affecting the division. Finally, the unit facilitates the link between the police and the division's principal partner, South Lanarkshire Council.

The review has shown that problem solving and the analytical unit will be effective so long as available data is accurate. This requires command and control systems, crime management systems and SID to be used to their full capability and for community information (from community police officers, local councillors and members of the community) to be gathered and analysed.

3.7.3

Information Management

South Lanarkshire Division's use and storage of data is summarised as follows.

3.7.4

Incident Data

Command and control data is currently used to log incidents and to analyse these incidents to identify 'hot spots' and emerging trends. The main areas of concern are that incidents are often reported to the police, but not properly recorded on the system. This gives an inaccurate picture as to the full extent of the problem. Incident logs often do not accurately reflect what the caller is reporting, for example, 'youths causing annoyance' and similar incidents lack sufficient detail, are poorly updated and do not reflect the true extent of the problem.

The South Lanarkshire model remedies these issues by ensuring that officers receiving incident related information from the community should confirm that details are recorded on the command and control system. If the incident is not on the system then a record is created retrospectively. The control room and call handling unit ensure that reported incidents are recorded accurately and fully reflect what the caller reports. Similarly, there is robust monitoring to ensure that incidents are properly and accurately resulted. This responsibility lies with command and control operators and supervisory checks.

3.7.5

Intelligence

The Scottish Intelligence Database (SID) is the only database at divisional level where intelligence should be stored, particularly insofar as the provenance of intelligence is concerned. The use of SID by operational officers, however, has been sporadic. South Lanarkshire division has attempted to overcome this problem by training mentors. This has resulted in more officers making use of the system, especially in regard to intelligence relating to general disorder.

The division recognised that to function effectively, SID generally demands that intelligence is person specific. While this works for criminal intelligence, the same cannot be said for community intelligence, which mainly relates to the prevention of disorder and the maintenance of community safety. To overcome this difficulty, person specific intelligence (whether crime or disorder related) is input into SID in the normal fashion. Non person specific intelligence (mainly community intelligence) is input into the system under three broad searchable headings, namely 'location', 'premises' and/or 'incident type'. It is accepted that this is somewhat 'cumbersome', but the approach is used to good effect by intelligence staff and community police officers. By ensuring that intelligence is recorded in this manner, the analytical unit is able to provide a more accurate picture of current issues and threats.

3.7.6 Community Information

In South Lanarkshire Division, a distinction has been drawn between community intelligence and community information. In very basic terms, this is to ensure the data does not fall between two stools, in that, whilst SID addresses some community intelligence issues and command and control data produces a record of incidents reported to police, there is a gap in respect of the flow of 'general information' received about the community from members of the public, local councillors, community wardens and community groups, etc., and gathered by patrol officers, community officers and community inspectors. This information had been previously recorded on several forms, i.e. councillor meeting forms, community meeting forms, neighbourhood watch forms and school liaison forms.


To overcome this problem and to rationalise the concept of what constitutes 'community information', this information is now recorded on a single document, namely the 'Community Information Report'. This is forwarded to the problem solving unit for collation and ensures that all issues are being taken into account when analysing problems.

3.7.7 Analysis of Information

The crime management system is an invaluable tool, storing information relating to every crime and offence recorded in the division. Analysis of this information is undertaken on a daily, weekly and monthly basis. The data is used in the preparation of tactical assessments, problem profiles and target packages and also to determine weaknesses in gathering intelligence and community information. Analysis of incidents, crimes, crime intelligence and community intelligence/information is carried out by the problem solving unit, the analytical unit and locally by the Local Intelligence Liaison Officer (LILO). In practical terms, a single document is produced on a daily basis by the LILOs for daily and weekly briefing, with the analytical unit providing a monthly tactical assessment for the tasking and co-ordinating group. These documents reflect the main issues of interest to the division.

3.7.8 Partnership Working

The problem solving unit acts as a link between the police, the Council and other partner agencies. Community inspectors continue to have a vital role, but now carry out much of their work in conjunction with the problem solving unit. A protocol exists within South Lanarkshire Council in relation to information sharing, with a standard document now in place to inform of local hot spots and anti-social tenants identified by the police. Similarly, a briefing document is in place to communicate local information received by the Council.



HMIC is encouraged by the growing number of professional analysts in the field of information management. Forces will be rewarded for their investment in this critical area. As capacity for analysis grows, so should the collection process for level one intelligence. Community officers remain something of an untapped resource in this field, with much of their knowledge and information never entering the system and only surfacing through local connections and direct personal contact. The capacity of community officers to interface with partner agencies and share information can also be crucial. If joint problem solving and the proper application of level one intelligence are to be a reality, then community policing strategies will require examination to ensure that these elements are considered.

RECOMMENDATION 9

HMIC recommends that forces review existing community policing strategies to ensure:

- **An integrated approach with Community Planning, in order to maximise the potential for partnership working and a joint approach to problem solving**
- **Incorporation of level one NIM and problem solving elements**
- **A clear definition of roles and responsibilities.**

3.8 Demand Management

In terms of resource allocation and deployment, forces are making huge efforts to match resources to peaks in demand, utilising IT systems to better inform rostering arrangements. A number have changed shift systems completely or have reviewed work patterns to look at more flexible arrangements. Tayside Police, having introduced a variable shift pattern, returned to its previous traditional three shift/four group model after 18 months, on the basis that the new arrangements were not meeting the needs of the force. Fife Constabulary has moved on to new variable shift arrangements, with different patterns being applied in different parts of the force area to better manage local demands. These examples illustrate the level of commitment forces are making to match resources with demands.

Forces are applying Resource Allocation Modelling in an effort to find the correct balance between response officers, community police and specialists. All are attempting to allocate a finite level of resources in ways that best satisfy their policing objectives. There is no perfect version, with differences between demand based and needs-based models. The former relies on historical data for demands on police services, while the latter uses demographic indices, such as population, to anticipate where police services may be required. Forces attempting to move towards needs based models have been frustrated by the unreliability and non availability of suitable demographic data. Fife Constabulary commissioned independent research in this area to assist in developing a more needs-based model. For the time being then, models tend to be demand led, based upon historical reactive data and the discretion and professional judgement of local management.

In terms of community policing, a number of forces expressed a desire to deploy a community officer in every council ward – this being the most practical unit of service delivery, but were unable to do so because of reactive workload demands. In some forces, notably Grampian Police, council wards and beat boundaries are not reflected by the distribution of community policing posts and reviews are underway to establish more meaningful units for resource allocation. The high abstraction rates of community officers (one force reported some community officers spending less than 20% of their time working in their designated areas) will inevitably skew any resource allocation model. HMIC will monitor the complex and challenging area of resource allocation during the primary inspection regime.


All Scottish forces are embarking on call management projects with a view towards reducing the reactive demand workload and allowing non-urgent business to be transacted by telephone, for later follow up by community officers. Forces are at various stages of progress in projects to build call centres, contact centres or virtual call centres. Early indications suggest that the immediate challenge for forces adopting call management is an instant increase in calls (previously abandoned at peak demand periods) of between 20% and 50% depending upon prior take up rates. Clearly, there is a major quality control issue on how the public will respond to telephone policing. Done properly and professionally, an operationally significant amount of calls currently attended by response officers could be factored out of the system, and replaced by an appointment based system for community officers or forensic specialists. Minor reports will be finalised on the telephone, which although a more efficient method, may impact as a perceived loss of service by some reporters. The cultural changes and adjustments in public expectation levels will require a strong citizen and customer focus if they are to be successfully achieved.

3.9 Multi-Tiered Policing

A further element of policing the community, of interest to this Inspection, was the area of multi-tier policing. With the demise of park keepers, bus conductors, school janitors and other quasi-authority figures from society, communities are often left with no other recourse than to turn to the police for what can often be perceived as low-level quality of life issues such as litter, vandalism and graffiti.

The Scottish Executive programme, 'Building Strong, Safe and Attractive Communities',²⁸ is introducing a number of initiatives to tackle anti-social behaviour. These include the appointment of community wardens in every local authority area in Scotland with effect from April 2004.

²⁸ Building Strong, Safe and Attractive Communities: Guidance for Submissions. Scottish Executive. (July 2003)



With an element of flexibility of deployment open to local authorities and their Community Planning partners in consultation with the local community, the guidance details the various types of warden schemes available:

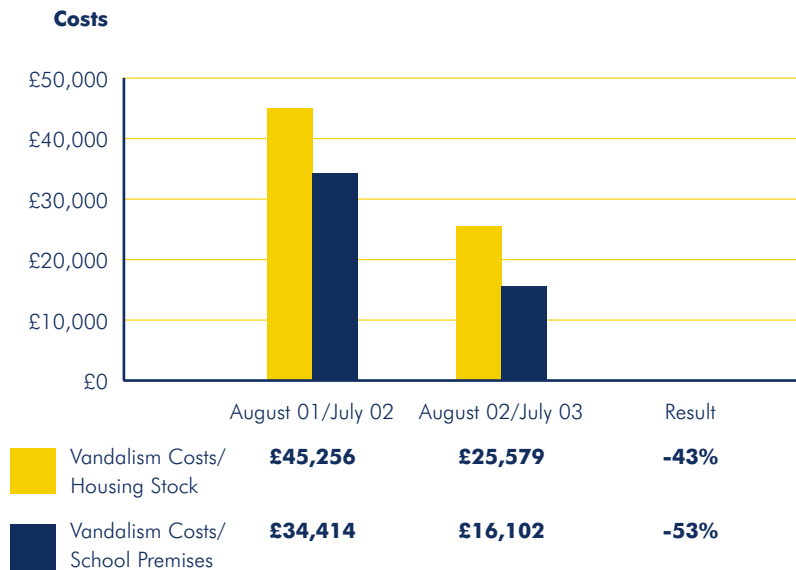
- Crime Prevention schemes. These will involve wardens patrolling areas where their visible presence acts as a deterrent and provides reassurance to residents. These schemes, which focus on crime prevention and tackling anti-social behaviour, will require to work closely with local police services to ensure an effective joined-up approach to policing and patrolling at the local level
- Environmental schemes. These are aimed at improving the look and feel of an area and will also involve local warden patrols
- Concierge/caretaker schemes. These will usually be attached to housing developments and undertake a range of housing management functions
- Reparation schemes. These will work in support of the justice system, for example by involvement in community reparation programmes.

3.10 Pilot Community Warden Schemes

A number of pilot warden schemes have been operating in Scotland over the last year. In Edinburgh, the city council has been piloting 'community safety concierges' in Broomhouse and Niddrie Mains. Working within the housing department, the concierges undertake a range of landlord duties, such as noting breaches of tenancy conditions, carrying out estate inspections, monitoring empty properties and undertaking minor repairs. Through patrolling the estates, they also help with crime prevention, observing and reporting low level nuisance and anti-social behaviour and working with the police on crime prevention programmes.

In Renfrewshire, the council has four mobile teams of wardens working in various estates in Paisley and West Johnstone. These were established in response to local concerns about anti-social behaviour and vandalism, highlighted by a citizens' panel. Part of their role is to support the police by observing and reporting incidents, providing information to support police investigations and acting as professional witnesses. They also undertake a variety of environmental tasks, such as co-ordinating graffiti removal and act as link between the community and a range of agencies including the local authority and the police. In Renfrewshire, wardens work in support of the strategic community plan which aims to make the area a safer place to live, work and play. The recently published first annual report showed that the warden scheme had achieved its key objectives with regard to reducing vandalism costs in their area as illustrated at figure 2.

Figure 2
Renfrewshire Council Community Warden Scheme – 4 Pilot Areas



The impact of warden schemes will clearly require a considerable partnership effort from the police to ensure that local efforts are carefully aligned. Opportunities for joint working, particularly in the area of problem solving and intelligence gathering, are obvious. One of the highest areas of impact will be on the role of community officers. The Inspection found that forces were well advanced in the development of protocol guidance in this area and had considerable input to discussions on selecting the deployment areas for wardens.

In the Grampian Police area, Aberdeen City Council has handed control of its council wardens to the force. Although funded by the authority, the wardens will effectively be employed by the police, who will train, equip and direct them based on local policing priorities. At the time of this Inspection, no other forces were planning to incorporate warden schemes into their local policing arrangements to the same extent. Much of Grampian Police’s confidence and willingness to embrace warden schemes in this manner is due to the successes achieved by the force’s traffic wardens working in an expanded community role. HMIC is encouraged by the approach adopted by Grampian Police, which will ensure that the Aberdeen warden scheme is fully integrated with local policing arrangements and better reflects the community safety priorities of Aberdeen residents.

3.11

CASE STUDY REVISITED

Grampian Police Traffic Wardens

As featured in 'Narrowing the Gap',²⁹ ahead of the decriminalisation of parking offences in Aberdeen (March 2003), Grampian Police developed the traffic warden role in support of frontline policing. Although initially developments were centred around vehicle related offences such as speeding, abandoned vehicles and vehicle crime prevention initiatives, there had always been an intention to develop the model further, with a proposed transition to a community based scheme.

'Action Middlefield' was launched on 27 September 2002. The wardens' role and remit was expanded to deal with quality of life and community safety issues, in partnership with their police and council colleagues. The Middlefield area of Aberdeen consists primarily of local authority housing. Main problems reported in the area were vandalism, abandoned cars and youth annoyance. Following high visibility reassurance patrols by a team of four wardens working nine to five, Monday to Friday, over a period of nine months, reported crime in the area fell by 25%. Success in the area is such that local police management no longer consider Middlefield a crime 'hot spot' area.

Following success in Middlefield, wardens were deployed on similar patrols in other areas in the city. Four additional wardens were drafted into the Mile End district, which includes Aberdeen Royal Infirmary, which had a history of parked vehicles being broken into. Again, high visibility patrols targeted at local trends saw a reduction in crimes of this nature.

Grampian Police conducted research³⁰ into the developed role of the wardens to ascertain public perceptions, assess the impact of the warden patrols and establish further initiatives which could include the warden force. The main conclusions are as follows:

- The majority of residents would feel confident reporting a crime to a warden
- Youth annoyance, underage drinking, vandalism, speeding and illegal parking were the main areas identified by residents which they thought could be effectively dealt with by wardens
- A low level of awareness by residents of the wardens' new role, with confusion over uniform markings retaining the traffic warden badge
- General consensus amongst residents that wardens could be more effective if they worked evenings and weekends

²⁹ Narrowing the Gap. HMIC (2002)

³⁰ Community Wardens. McPherson, R and Speakman, M. Grampian Police Strategic Development Unit. (September 2003)

The research also included a focus group of nine wardens involved in the community role. The main observations included:

- Wardens felt more empowered and challenged by their new role and felt more closely involved with the community
- Wardens agreed that awareness of their community role was poor, partly due to issues around the uniform worn
- Reservations about patrolling during the evening
- Training needs identified, mainly in the areas of customer care and public speaking (to support attendance at public meetings)

Following the research, a number of recommendations will be acted on by the force. The main issues were identified as:

- Awareness. Posters carrying pictures of the wardens and contact telephone numbers will be used to raise awareness of the role in the areas patrolled
- Training. The transition between traditional traffic warden duties and the broader community role requires training and development support
- Working Hours. Shift patterns are being examined, with options to extend coverage until 2200 hours over seven days
- Name/Uniform. The force acknowledges that the name and accompanying badges require to be changed, as displaying the 'traffic warden' title continues to confuse the public
- Relationship with the police. Wardens felt under utilised with potential for a stronger interface

HMIC was pleased to be able to follow up on the success of the Grampian Police traffic wardens in their new public reassurance role. The Grampian model is very similar to the emerging Police Community Support Officer (PCSO) in England and Wales and discussed in more detail later in this report. With Grampian's existing community warden force, and the decision to manage and deploy the council funded wardens in April 2004, the force is making good use of the extended police family concept and, in a Scottish context, is at the forefront of developments in this area.

In considering the extended police family principle and its potential contribution to public reassurance and community safety, the Inspection was keen to examine developments south of the border. Of particular interest was the National Reassurance Agenda and the role of Police Community Support Officers.

3.12 CASE STUDY

Reassurance Style Policing

In every British Crime Survey since 1995, overall crime has fallen. Yet over 70% of the public think that crime has actually risen over the last two years. The conventional thinking both in Britain and America, had been that if crime went down persistently, then peoples' fears would follow and their sense of security would be raised. This has not happened. This divergence of achievement and recognition, 'the reassurance gap', is of serious concern to a police service which ultimately depends on public support for its legitimacy. The reason for this mismatch is that the public's perception of security (how safe they feel!) can be formed by what they regularly see and experience around them. Police successes in volume and serious crime have little impact on this view which recognises incivilities and disorders - misdemeanours that seldom feature in police statistics.

3.12.1 The National Reassurance Project

Reassurance pilot sites have been running in Surrey Police and the Metropolitan Police Service since April 2002. The pilots aim to develop processes and products to support the operational delivery of a reassurance policing style. The Home Office has agreed to support the expansion and funding of the project into a further six English force areas. A project steering group will be chaired by a Home Office minister and will include ACPO representation. The expanded national project is due to be launched across all eight forces³¹ during 2004. The project aims to deliver reduced fear of crime for individuals and communities, by tackling incivilities, disorder and environmental streetscape issues through a partnership problem solving approach.

The project has its origins in ACPO's recognition that public reassurance, as an end in itself, has been neglected, due to the mistaken assumption that it would emerge as a consequence of focusing on the core policing objectives of reducing volume and serious crime. In terms of visibility and reassurance, visibility is not enough to provide reassurance to communities. True reassurance will only result from active intervention in community problems, when neighbourhoods can see improvements and sustainable solutions to concerns raised. The work is based upon providing a neighbourhood with a dedicated local police officer in a role that is highly visible, accessible, knowledgeable and locally known.

Reassurance is measured by the use of Public Perception Surveys (featured in Chapter One), community focus groups and the use of environmental audits to quantify both behavioural and environmental problems. Early findings from the pilots indicate that there are real community safety fears over problems of youths gathering, youth disorder, the proliferation of graffiti, abandoned and burnt-out cars, damaged public phones and public buildings, poor lighting, aggressive begging and problems with speeding vehicles and other traffic issues.

³¹ Metropolitan Police; Surrey Police; Greater Manchester Police; Lancashire Constabulary; Leicestershire Constabulary; Merseyside Police; Thames Valley Police; West Midlands Police

The project goal is to prove the concept, that by tackling and dealing effectively with these locally identified concerns, then communities will feel safer and crime generators will be removed. The project aims to deliver a reassurance programme that is systematic, evidence based, intelligence led and has a robust performance framework to measure interventions, impact and outcomes. A supportive communications strategy aims to ensure that success is broadcast to communities, in order to increase their feelings of safety, security and confidence.

3.12.2 **Signal Crimes: Surrey Police**

As part of their reassurance policing pilot, Surrey Police has developed the concept of signal crimes, in conjunction with the University of Surrey.³² This relates to how the public attach meaning and interpret the significance of physical behaviour such as graffiti and social behaviour such as youths swearing. Similarly some neighbourhood crimes such as burglary are likely to cause more alarm and discussion than others. From this, a 'signal crime' or 'signal disorder' has been defined as a 'criminal incident, or physical or social disorder, that is interpreted by members of the public as a warning signal about their level of security'.

Some signals will have greater significance than others. A burnt out abandoned car will be a stronger warning signal than an abandoned car. The perceived level of risk can be offset by comfort factors, noticeable elements such as visible police patrols, good street lighting or neighbourhood watch signs. The National Reassurance Programme will test the concept of signal crimes by utilising public perception surveys and environmental audits to identify the environmental and behavioural factors which are negatively impacting on feelings of community safety.

3.12.3 **Neighbourhood Teams: Surrey Police**

Within Surrey Police, delivery of reassurance policing is driven by neighbourhood teams. This sees a community officer, in Surrey termed a Neighbourhood Specialist Officer (NSO), as leader and co-ordinator of a community team which includes Police Community Support Officers (PCSOs) and council wardens in a partnership approach to local problem solving. NSOs work with local councils, residents' associations, youth workers and voluntary groups towards the reduction and prevention of crime and disorder in local communities across Surrey. In this model, PCSOs are directed and deployed by the police and empowered to deal with those low level issues which impact on the community's sense of security. PCSOs' core responsibilities include providing visibility and reassurance, and identifying and resolving a range of local problems such as youth nuisance, criminal damage, graffiti and litter.

³² Signal Crimes: Policing Risks, Reactions and Insecurity. Dr Martin Innes (2003)



Surrey Police Community Support Officer

Surrey Police has obtained additional funding for the implementation of specialist Youth PCSOs, to provide outreach facilities specifically aimed at youth issues. With a strong environmental focus, council wardens complete the neighbourhood team, facilitating residents access to council services. Together, they aim to make people feel safer by identifying interventions that have the greatest impact and by controlling visible signs of disorder or anti-social behaviour in their communities. The Neighbourhood Team's targeted partnership approach has been successful in effectively disrupting and preventing such behaviour.

The Neighbourhood teams are not abstracted from their duties to undertake tasks outwith their recognised roles. The team's commitment is to be:

- Visible within the neighbourhood
- Accessible within the neighbourhood
- Knowledgeable in community information
- Locally known throughout the neighbourhood
- Impacting on local concerns.

3.13 CASE STUDY

Police Community Support Officers: West Yorkshire Police

Although not formally part of the National Reassurance Project, West Yorkshire Police's first detachment of 18 PCSOs started duty in Bradford in March 2003. Following three weeks of initial training and a further two weeks with a tutor constable, the PCSOs patrolled the city centre area of Bradford, either singly or in pairs. They were deployed on an intelligence led basis, using the principles of NIM, to deal with anti-social behaviour hotspots or other locations benefiting from a visible uniformed presence, such as bus or railway stations, leisure centres and shopping centres. The PCSOs' role is to work closely with others engaged in policing the city centre, including beat personnel, patrol units, street wardens and city centre wardens. Emphasis was placed on crime prevention, anti-social behaviour, aggressive begging, abandoned cars, graffiti, vandalism and enforcement of local bye-laws, including street drinking. PCSOs also took on a visibility and reassurance, role monitoring retail outlets, late night transport and licensed premises.

3.13.1

PCSO Training

PCSO's training covers how to deal with the following areas:

- Low-tier crime recording
- Lost and found property
- Prostitution issues
- Anti-social behaviour
- Vandalism
- Graffiti
- Begging
- Licensing offences
- Abandoned vehicles
- Crime scene preservation and cordons
- Intelligence gathering

3.13.2

PCSO Powers

The powers of a PCSO are outlined in the table below:

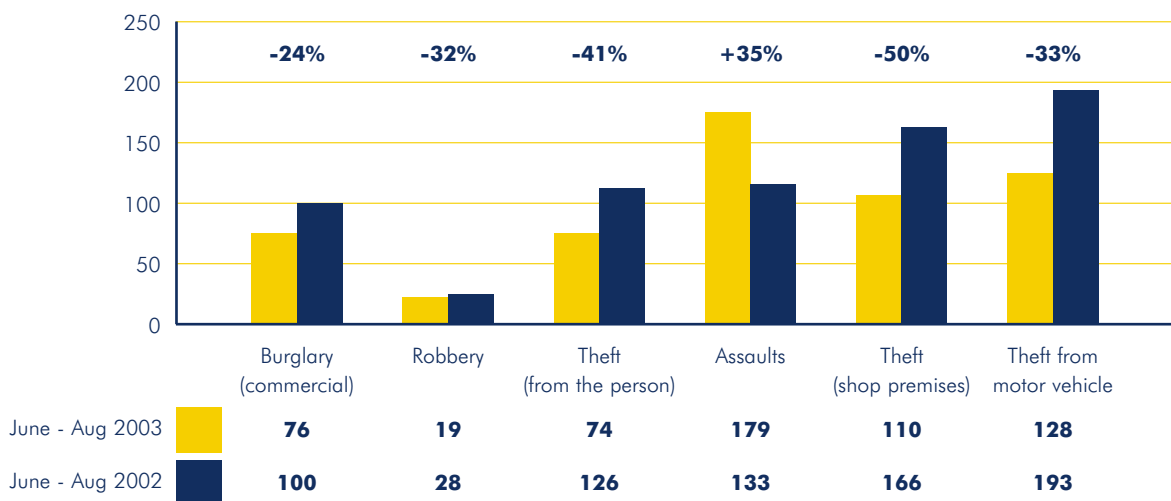
- Issue of Fixed Penalty Notices for public nuisance
- Issue of Fixed Penalty Notice for dog fouling
- Power to request a name and address for certain categories of fixed penalty offences
- Power to request a name and address of a person acting in an anti-social manner
- Power to detain a person for up to thirty minutes pending the arrival of a constable (or to accompany that person to a police station with the person's agreement)
- Power to use reasonable force to detain a person or prevent them from making off
- Power to request a person to stop drinking in a designated public area and to surrender open containers of alcohol
- Power to confiscate alcohol from young persons
- Power to confiscate cigarettes and tobacco products from young people
- Power of entry to save life or limb, or to prevent serious damage to property
- Power to seize vehicles used to cause alarm and distress
- Power to require the removal of abandoned vehicles
- Power to stop vehicles for the purpose of a road check; and
- Power to maintain and enforce a cordoned area established under terrorism legislation

In addition, West Yorkshire Police PCSOs are appointed as traffic wardens, to allow them to control traffic outside of the powers previously outlined. All PCSOs have been trained in open hand skills and are issued with stab resistant vests and CS spray. They are trained only to resort to force in exceptional circumstances. Policy allows PCSOs to be deployed to any incident covered by their training. Only in exceptional circumstances should they be deployed to incidents where it can be anticipated that they will be required to use their powers of detention, such as a shoplifter being detained, or in cases where there is a strong likelihood of facing violence, such as a live public order incident. In such situations the incident log will reflect why a deployment decision was made contrary to these guidelines. Nor are PCSOs allowed to be deployed on duties inside police stations, as their primary role is to provide the public with a high visibility patrol presence.

3.13.3 Bradford Outcome

An evaluation of the impact of PCSOs working in Bradford city centre, comparing the three months of June to August 2003 against the same period in the previous year, suggested that the scheme had contributed to an overall reduction in crime, as shown at Figure 3 below. The 35% increase in assaults was attributed to changes in recording criteria in the National Crime Recording Standard.

**Figure 3
Bradford City Centre Crime and Incident Comparison**



3.14 Reassurance Policing in a Scottish Context

The reassurance agenda seems to be an attempt at rediscovering a traditional model of community policing by engagement with people in communities. At the heart of this is the very seductive idea of giving the public a say in the control of their neighbourhood; policing *with* the community. Perception monitors and environmental audits are effective tools in prioritising and confronting the behavioural and

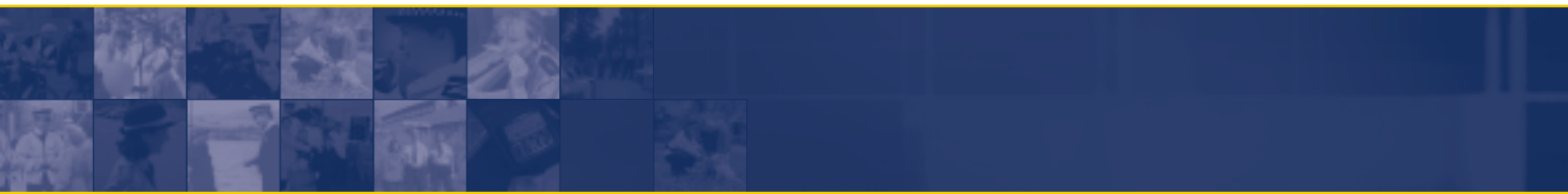
environmental factors which make local people feel insecure or unsafe. Every force in Scotland has embraced the concept of reassurance as a key element of their policing plans, but each faces the challenge of balancing response demands against their desire to expand community policing. A critical element of the reassurance agenda is that visibility in itself is not seen as providing reassurance. Rather, reassurance will only be achieved when the community sees active interventions by the agencies involved and sustainable outcomes which improve and maintain their sense of order, safety and wellbeing. The success elsewhere of extending the police family within a wider reassurance policing style suggests that police wardens, as well as police officers, can contribute to community safety.

Pivotal to the reassurance programme south of the border, is the 'mixed economy of policing' concept and the notion of an extended police family. This new wave of police auxiliaries has quickly become established, to the extent that we have already seen some of the London boroughs 'buying' additional numbers of PCSOs. This has been achieved by funding additional recruitment through the Metropolitan Police Service, bringing the total number of PCSOs in London to around eight hundred (at the time of writing). Now working effectively with both their police officer and council warden counterparts across England, police community wardens are a reality. The Inspection team spoke to many officers, at all ranks of the service, who conceded that their previously held scepticism about wardens had been dramatically altered in the light of experience. Perhaps, not surprisingly some fears were expressed about future police numbers and threats to funding, with some senior commentators suspicious that the whole reassurance agenda was a 'Trojan horse', set to exchange police numbers for warden numbers over time.

With the successful evolution of traffic wardens into community wardens, developments in Grampian Police, mean that Scotland has already witnessed the potential contribution of auxiliary community patrols to community safety. HMIC is aware that other chief officers in Scotland are monitoring the Grampian Police developments, with a view to expanding the role of their own traffic warden workforces. Grampian's decision to deploy the local authority wardens from April 2004, means that the force will have a more integrated and extended community patrol service than will its counterparts. The time is right for the Scottish police service to look closely at exploiting the potential opportunities and benefits of police community warden schemes in delivering reassurance style policing, commensurate with the need to sustain realistic operational police strengths.

RECOMMENDATION 10

HMIC recommends that forces exploit the opportunities presented by warden schemes to engage with communities and assist in the delivery of a public reassurance agenda.



4 CHAPTER ACTIVE CITIZENSHIP

4.1 Introduction

The Scottish Police Service has a long tradition of working in successful partnership with a variety of organisations in the public, private, commercial and voluntary sectors. Within the wider voluntary sector, the police service has promoted and pursued effective and active involvement in a number of successful community initiatives, including Neighbourhood Watch Schemes, Community Safety groups, Victim Support, Custody Lay Visitors, and Mountain Rescue.

The term 'active citizenship' is not a new concept and indicates a willingness of the private citizen to undertake a community spirited role.³³ In Chapter One, during the discussion on community consultation, HMIC recognised the efforts of Scottish forces who have vigorously pursued a more robust form of engagement with their local communities, especially with minority groups who are more vulnerable and often harder to reach. In doing so, forces are making sustained efforts to obtain the views of a wider section of the community, to help shape their local policing plans and deliver their services more effectively.

In a broader sense, the notion of 'active citizenship' has taken on a more meaningful and international understanding following events of 9/11³⁴ in New York. The US government has, for example, actively encouraged the American public to support homeland security and in doing so, play their part in the fight against terrorism, to be part of the solution and not a victim. In a local neighbourhood capacity, this has involved residents offering their services and support in a wide range of areas, including the provision of policing services in a 'non-sworn' capacity.

While it is accepted that much of the US citizenship and volunteer ethos is rooted in a particular culture and context, there are nevertheless many examples of noteworthy and informative community and neighbourhood policing practices that include the role of the 'active citizen'. In developing the concept of active citizenship, where local people take a more active and responsible role for the safety and wellbeing of their local neighbourhoods, it is recognised that the rationale in Scotland will be completely different. For HMIC, a more immediate aim in this respect for Scotland is a requirement to bring the role and remit of the Special Constabulary onto a more professional footing.

³³ The ethos of active citizenship is derived from an Athenian tradition which unites the values of democratic self determination with mutuality and solidarity. In essence, those who can look after themselves and contribute towards the wellbeing of the community will endeavour to do so. Central to the theme of active citizenship is the understanding that freedom of citizens can only truly be realised if they are enabled to participate constructively in the decisions that shape their lives. This is in accord with the foundations of modern policing as alluded to in Chapter One and the principle that the 'police are the public and the public are the police'.

³⁴ Terrorist Attacks USA 11th September 2001

4.2 Special Constabulary

The Scottish Police Service has seen a trend towards decreasing numbers of active special constables set against a changing tradition towards a more contemporary voluntary service with higher levels of volunteer and public expectation. There is evidence to suggest that a high proportion of existing and future members are looking to join the regular service and view their membership of the special constabulary as an opportunity to help them achieve this. Officers moving into the regular service will continue to impact on Special Constabulary officer retention and natural wastage, albeit their doing so should not be viewed as a loss to the service.



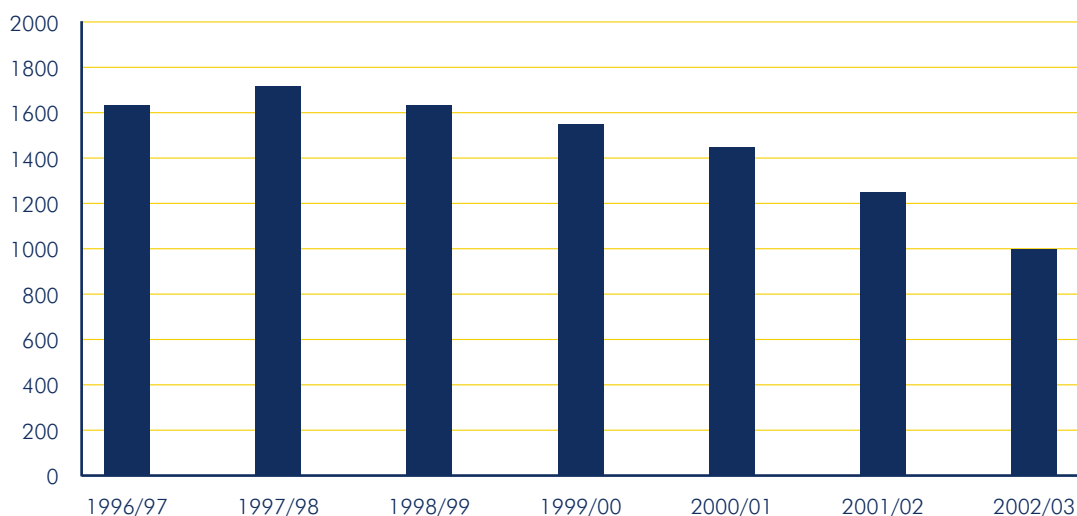
In many ways, special constables represent the embodiment of active community participation and engagement. Citizens prepared to give a regular number of hours each month represent a true partnership of the police and the community working together to reduce local crime and anti social behaviour.³⁵

'Narrowing the Gap'³⁶ recognised the valuable contribution special constables make within their local communities and recommended that:

'within existing arrangements, forces set targets to increase the number of active special constables'.

In response, ACPOS is actively pursuing an agenda of boosting existing Special Constabulary numbers and developing more effective methods of retention, in order to strengthen the service. Figure 4 below illustrates the changes in Special Constabulary numbers over the last seven years.

Figure 4: Special Constabulary Numbers in Scotland



³⁵ Policing: Building Safer Communities Together. Home Office (2003)

³⁶ Narrowing the Gap. HMIC (2002)

The Special Constable Working Group, established in 1999, has developed from a relatively dormant 'monitoring group' to one which actively promotes the role of the Special Constabulary. This group is driving recruitment efforts towards a target increase throughout Scotland of 500 special constables by 2006 and also ensuring that this effective resource is properly valued, developed and deployed. As the work of this Group evolves, the development of a 'best practice' guide is being progressed. This document will provide an opportunity for forces to utilise a menu of options, which they can adapt to suit their individual requirements and will include:

- Advice on recruitment processes and making local links
- Clarity of role and feedback to officers
- A generic job description
- Encouragement of common standards and identification of 'force champions' intended to promote the role and value of the special constable both internally and externally

The Working Group is focusing on a range of issues, such as marketing the role of special constables on a national basis to provide a springboard for local recruiting. Additionally, it has been accepted that there is a need to shorten the recruitment process in forces and to share identified good practice in this area. Work is ongoing to explore the concept of various tiers within the Special Constabulary in an effort to address issues arising from the increasing level of commitment required for training. These tiers would allow for consideration of options for retaining establishment numbers, including utilising individuals in a support capacity, should they be unable to fulfil operational duties and officer safety or other essential training.

Pilot payment schemes are being explored and a commitment has been obtained from the Scottish Executive to fund a project within the Grampian and Tayside force areas. As part of this ongoing process, a Project Team has been established and initial research underway. Meetings have been held with the Home Office, along with visits to four English forces which have introduced varying models of payment schemes in the last few months. The projected roll-out date is currently scheduled for spring 2004.

This date coincides with the first Scottish National Conference for Special Constables. This is to be held at the Scottish Police College, and will now be used as one vehicle to achieve the aims of the Group. Additionally, several forces are developing training weekends and utilising the excellent practical training facilities at the Scottish Police College, all designed to enhance the role of special constables.

Work continues to develop links to the business world, as a potential source of members of the Special Constabulary. Although still in early development, some limited success in establishing partnerships has been achieved. There is an opportunity to progress this work and examine how this initiative could be led by individual forces. Initial work is also underway to develop links with Universities and Colleges, which are currently viewed as an untapped resource.



The Working Group is also researching the Special Constabulary website³⁷ provided by the Home Office for police forces in England and Wales. Focusing on recruitment, this website offers a potential opportunity for a Scottish link to provide information, recruitment material and guidance.

This Inspection facilitated a number of focus groups involving a representative sample of special constables. Notwithstanding ongoing work by the ACPOS Special Constabulary Working Group and by forces on an individual basis, Special Constables reported a number of current concerns, including:

- Length of time taken to recruit officers, in the worst cases, sometimes amounting to almost a year
- Lack of or inadequate basic training in core skills at induction stage
- Lack of ongoing and co-ordinated developmental training
- Lack of recognition of life and professional skills that could be used in areas beyond patrol duties
- Communication problems are still evident, with officers turning out for agreed duty to find they have not been expected and/or included in the duty roster
- In terms of officer safety, some operational officers in one force area have difficulty in obtaining CS spray, while in another, other operational officers have not been issued with full personal protective equipment and so have to borrow from a 'pool'
- Lack of communication generally with senior officers and general poor management
- Perceived lack of IT training in some forces to a level that enables officers to be more effective in their role, along with lack of recognition that many members have computer skills
- Officers in some forces are not permitted to drive police vehicles
- Bounty payments are not welcomed by many special constables, especially those with long service, who see this development as one which will erode the community based ethos of volunteering within the police service
- Officers have to retire at 55 years of age, though a number wish to remain in service beyond that age
- Despite being trained in officer safety techniques and basic police procedures, special constables are still routinely not permitted to go out on patrol together

The above issues are not exhaustive, nor do they apply to all forces on every occasion. They do, however, provide evidence of a sustained feeling of frustration and resentment felt by both special constables and regular officers, the latter often regarding special constables simply as providers of corroboration.

³⁷ Further information can be obtained at www.special-constabulary.com

4.3 NOTEWORTHY PRACTICE: SPECIAL CONSTABULARY

At individual force level, the Inspection process identified a number of areas of noteworthy practice, worthy of consideration nationally:

Central Scotland Police award two special constable trophies on an annual basis: one to a junior officer of less than two years service, who has shown the greatest effort and commitment to their training, and the other, to an officer, irrespective of length of service, who has demonstrated the greatest commitment and effort to their appearance and street duties. These awards are presented by the Chief Constable at the Force Annual Awards Ceremony and serve to promote both the value and professionalism of the Special Constabulary and recognition of officer's commitment and effort.

In the same force, a mentoring scheme is being developed for newly appointed officers. This will involve senior special constables acting in a mentoring capacity to a junior officer, to aid their settling into the service and personal development. Although in its infancy, it is intended that this scheme will be fully implemented in 2004, to coincide with new and recent intakes of officers.

Tayside Police has recently introduced a 'Specials' section on the force intranet, to disseminate information to members. There is also a link to the e-mail of the officer designated with force wide responsibility for co-ordination of officers, enabling direct contact.

Dumfries and Galloway Constabulary has trained special constables to submit criminal and community intelligence into the force IT Intelligence Database. Special constables are routinely deployed on pro-active patrol with community officers. Because of their level of training and competence, special constables are permitted to patrol together on designated duties, following appropriate risk assessment.

In developing in-force and on-the-job training, several forces have made use of Junior Division practical training facilities at the Scottish Police College. This provided officers with a realistic and safe learning environment and was evaluated by them as being highly successful.

Fife Constabulary routinely allows special constables to drive police vehicles to general purpose standard, with officers being tasked with driving patrol duties in support of their regular colleagues. Requisite driving courses are tailored to meet the needs and availability of officers, taking into account employment and other commitments. The force has undertaken a recruitment campaign, using an Ad Trailer and local media in their efforts to attract interest in the service. This has contributed towards a 22% (20 officers) increase in actual establishment numbers.

Strathclyde Police has established a post of Special Constabulary co-ordinator at inspector rank. This is intended to provide a more sustainable link and to reduce criticism of 'changing faces' and lack of knowledge when police officers, previously undertaking this role, are transferred.

British Transport Police (BTP) in partnership with Great North Eastern Railways (GNER) has held Special Constabulary open days throughout the United Kingdom, in an effort to recruit staff as special constables. BTP has offered potential recruits, subject to standard recruitment requirements, a payment of £1,200 per annum, paid quarterly, to work two eight hour shifts with BTP whilst on duty with GNER, plus one additional shift per month in their own time. It has been agreed that staff deployment will be at the discretion of BTP.

The Home Office, within the recently published consultation report 'Policing: Building Safer Communities Together',³⁸ has indicated its vision to widen the potential pool of recruits to include those with specialist skills in IT and finance. Whilst people will be attracted by the neighbourhood patrol work, there will be others with particular skills who might be attracted by the opportunity to work in specialist roles, such as IT support and fraud investigation.

The Home Office has also expressed its interest in exploring with police and employers (England and Wales) the scope for extending the role of the special constable from a purely voluntary one outside work to, where appropriate, one for people 'inside' work. For example, the accreditation work being carried out by the Security Industry Authority could provide opportunities for existing staff working within the private security industry, such as stewards and retail security staff. This would be on the condition that the necessary vetting and training was secured, and that forces were satisfied such recruits were appropriate to the designated policing operations.

While HMIC is pleased to observe that forces have responded to previous recommendations made in 'Narrowing the Gap',³⁹ supported by the work undertaken by the ACPOS Special Constabulary Working Group at strategic level, it is evident that the service has yet to maximise the potential of this community resource. HMIC strongly advises that, aligned to the demands which continue to be made upon community policing, the effective and efficient use of an active, well trained and properly motivated Special Constabulary remains a priority for all forces.

RECOMMENDATION 11

HMIC recommends that forces continue to review arrangements in respect of their Special Constabularies, to ensure that this valuable resource is being used to full advantage. (see 'Narrowing the Gap'⁴⁰)

³⁸ Policing: Building Safer Communities Together. Home Office (2003)

³⁹ Narrowing the Gap. HMIC (2002)

⁴⁰ Narrowing the Gap. HMIC (2002)

4.4 Active Community Participation

Evidence from the District Policing Partnerships in Northern Ireland and the CAPS model in Chicago, suggests that where police pursue and harness the active participation of local people in determining local policing priorities and actions, including structured feedback, levels of public confidence in the police increased. While there are many excellent examples of successful partnership working throughout Scotland, this Inspection has revealed that there is considerable scope for the Scottish Police Service to engage further with local communities and promote active citizen participation beyond recognised traditional thinking and current practice.

The importance of harnessing this element of community support should not be understated. Such participation provides an invaluable opportunity to engender enhanced feelings of civic pride and community spirit, and acceptance of a level of responsibility and commitment to improve community safety in their local area.


This concept is worthy of future examination and consideration in the Scottish context. HMIC takes the view that there are opportunities for the Scottish Police Service, both on an individual basis and as a partner within the Community Planning process, to consider how it could extend the inclusion of local people, in determining local policing and partner priorities. Whether this is through an increased application of local perception monitors, joint consultation with partners or representation by local people there is a need for the service to better reflect the views and aspirations of local communities. HMIC became aware during this Inspection that one chief constable is actively considering the participation, subject to vetting and intelligence considerations, of key community stakeholders in local tasking and coordinating group meetings.

4.5 Volunteering in Scotland: The Big Picture

In 1999, the Prime Minister launched the Active Community Initiative, which set out to promote the value of community involvement and encourage more people to become involved as volunteers in community action. It also aimed to support public, private and voluntary agencies in recognising the important contribution that active communities make towards planning, policymaking and service delivery. Subsequent proposals linked to other initiatives included social inclusion, lifelong learning, active citizenship and community engagement.

The Scottish Executive led strategy for increasing volunteering and community activity, highlighted a role for local voluntary organisations to translate national aspirations into local realities. Supported by Volunteer Centre Network Scotland,⁴¹ the national network of volunteer bureaux worked with the Scottish Executive to bring about increased support for local organisations, with new core aims aligned to the 'Active Communities' objectives and an enhanced strategic role. The network responded by unifying and re-branding under the network of Volunteer Centre Network Scotland.

⁴¹ Further details can be obtained by contacting www.volunteercentrescotland.org



In the wider volunteer sector, HMIC is aware that there is a potentially large network of people who could assist local forces in back office positions, public counter or other specialist roles. Volunteer Development Scotland is a national volunteer advisory and recruitment agency that provides a national website and local volunteer network services supporting co-ordinated recruitment and deployment of volunteers. The ACPOS Special Constabulary Working Group has made initial contact with Volunteer Development Scotland regarding the potential for advertising the Special Constabulary within the national website.

4.6 CASE STUDY

Volunteer Centre North Lanarkshire

Volunteer Centre North Lanarkshire is one of 40 similar organisations located across Scotland. It is a non-profit making organisation and at its core, provides services to volunteers, volunteer engaging organisations and partnerships that promote volunteering among other strategic bodies that have an interest in involving more people in community activity.

This service includes recruitment, vetting, training, placement support and assessment. It provides a service in the fourth largest local authority area in Scotland, having evolved from an earlier initiative in Monklands in 1995, and is funded through the lottery community fund and the Scottish Executive. The management work towards engaging all sections of the community, including the young and elderly, and actively work with local businesses and organisations regarding the release of employees for volunteer activities and/or the provision of other resources.

As one example of the work undertaken, the Centre was involved in the induction, training and monitoring of volunteers successfully deployed to work in an administration capacity within a local area Health Board. This demonstrates the assistance, support and advice that Volunteer Centres can offer to services and organisations, beyond the introduction and co-ordination of potential volunteers to prospective employers.

4.7 CASE STUDY

Milton of Campsie: 'Community Speed Watch' Initiative

Strathclyde Police has introduced a pilot 'Community Speed Watch' initiative in the village of Milton of Campsie, East Dunbartonshire. The initiative involves a small number of local residents volunteering to work in partnership with local police engaged in detecting incidents of speeding at local identified or perceived speeding 'hot spots' in the community.



Following vetting by the force, volunteers are trained in the use of hand-held radar, and after appropriate risk assessment, are deployed at locations, wearing high visibility clothing. Details of vehicles travelling above the given speed limit are recorded and forwarded to a designated local community (police) safety co-ordinator. On an individual basis, warning letters may be sent to registered keepers, with repeat offenders being identified as such.

The initiative has provided an opportunity to monitor the wider dynamics of driver speed at regular intervals in the area and identify where targeted intervention by the force's Road Policing Unit may be necessary.

While the pilot is ongoing and an evaluation is to follow, the initiative has been regarded as a success within the local community. Through working in partnership with their local police, community volunteers have been empowered to take a level of responsibility to help resolve a community problem. In providing regular highly visible patrols, the issue of driver speed remains high on the local community safety agenda, with the apparent outcome of having reduced driver speed in the area.

HMIC recognises the 'Community Speed Watch' initiative to be an imaginative example of active citizenship, where volunteers make a meaningful contribution to the safety and quality of life within their local community. This represents a strong sense of civic responsibility, with local people refusing to be passive victims of speeding traffic within their neighbourhood. By actively volunteering to assist the police, they are sending a clear signal of what constitutes an acceptable level of driver behaviour in their area. As the first of its kind in Scotland, this initiative provoked considerable media debate. It has, however, been well received by the local community and their elected representatives and serves to promote a strong community safety message to all who live in and drive through the area.

4.8 NOTEWORTHY PRACTICE: VOLUNTEERING

During the Inspection process, HMIC identified the following areas of noteworthy practice:

West Yorkshire Police refurbished and re-opened a previously closed police office as a 'Community Contact Point' in the rural community of Queensbury. Although still used by the local community police officer, the office is staffed by local residents who are available to take general requests for police assistance and pass these on to divisional headquarters and/or the community officer for attention, and provide general crime prevention information and leaflets. The accommodation is also used by the local elected member to hold surgeries, and by other agencies, including the Benefits Agency, for the purpose of providing community information.

In response to repeated thefts from telephone kiosks, Dumfries and Galloway Constabulary developed an initiative, 'Phone Box Guardian', in partnership with local residents and British Telecom. The initiative was implemented with a view to reducing associated crime and detecting offenders, through recruiting local volunteers who would assume the role of 'guardian' and simply report suspicious activity at a public telephone kiosk located near to their homes. After a six month trial period, police and BT crime figures revealed a significant reduction of 84% in such crimes throughout the region.

The San Diego Police Department, as part of the national 'Volunteers in Policing' programme (VIPs), uses unpaid volunteers to undertake basic 'scene of crime' examinations at minor crimes which would not otherwise receive examination. Volunteers receive an appropriate level of training to enable them to provide this service within their communities and have, as a result, detected offenders who may not have otherwise been identified. This is not seen as an alternative to professional crime scene analysis but as an additional level of service where professional examination cannot be undertaken for minor crimes. Further information on this and other American Police volunteer initiatives can be found on the VIPs website.⁴²

HMIC recognises the potential for tapping into opportunities in the broader volunteering framework, with the caveat that those opportunities, along with identified shared benefits to the service and individuals involved need to be fully considered.

4.9 The Future

There is a significant political drive behind the Active Communities Initiative throughout the UK and developments will undoubtedly be linked to Community Planning. Active citizenship is not an end in itself; it is about improving quality of life, social justice, meaningful participation which supports civic renewal, social inclusion and regeneration. HMIC does not underestimate the huge challenge in promoting a volunteer culture in Scottish communities. While many neighbourhoods will produce

⁴² www.policevolunteers.com

numbers of motivated civic minded individuals, realistically, there remain areas where, in cultural and practical terms, this will be unlikely. As one veteran community police sergeant told the Inspection team, 'getting volunteers would be just great, but in my patrol area, I am lucky to find a witness!' It is recognised that many communities lack the social capital required and will require much capacity building to take them to a point where levels of tolerance (of what qualifies as acceptable behaviour) are dramatically altered. Similarly, levels of expectation and confidence in local policing and other services will be improved by community engagement. Civic renewal, regeneration and social inclusion are at the heart of the broader political agenda, and at the heart of regeneration is the investment in people and communities needed to increase social capital and community confidence.

RECOMMENDATION 12

HMIC recommends that forces exploit the opportunities presented by 'Volunteer Centre Network Scotland,' both to engage citizen volunteers and maximise the potential of a volunteer workforce.

4.10 Engagement with Young People

Citizenship for young people has been identified by the Scottish Executive as one of five national priorities for education, and has been the subject of an extensive consultation exercise across the country. This consultation process proposed broad notions of citizenship which extended beyond the ideas of political literacy, seeking to encourage active and responsible participation in a range of activities which affect the welfare of communities.

The paper 'Discussion and Development',⁴³ produced by Learning and Teaching Scotland, proposed that 'Education for Citizenship' should aim to develop capability for thoughtful and responsible participation in political, economic, social and cultural life. It also recognised that much of what could be described as education for citizenship was already happening in schools, but that this may not always have been recognised nor made explicit. The paper sought to develop a robust framework that could be used by schools, pre-five centres, local authorities and others, in planning, evaluation and development of policies and practice in 'Education for Citizenship'.

'Narrowing the Gap'⁴⁴ previously identified from independent research that police officers were considered inaccessible and an uncommon feature in young people's lives. Reassurance and reduction of tensions between police and young people were believed to be more dependent on positive interaction and engagement than on visibility. This Inspection found that while forces were contributing to citizenship awareness within schools, there was a need to review practice in this area. HMIC considers this to be a vital part of engaging with young people in a non-confrontational learning environment where they have a voice and are encouraged to participate fully.

⁴³ Discussion and Development. Learning and Teaching Scotland. www.ltscotland.org.uk

⁴⁴ Narrowing the Gap. HMIC (2002)

4.11 NOTEWORTHY PRACTICE: YOUTH ENGAGEMENT

Following a review of existing practice, **Strathclyde Police** and Glasgow City Council Education Services joined in partnership to review, update and create curricular materials currently used in schools and developed the 'Education for Citizenship' initiative. This takes account of and reflect the principles of the citizenship agenda. They were assisted in this work by a further 8 Education Authorities located within the Strathclyde Police area.



Although in the early stages, their collaboration is intended to produce a range of teaching and learning materials which will build upon existing shared approaches and good practice, supporting the development of knowledge and understanding, skills and values implicit within 'Education for Citizenship'.

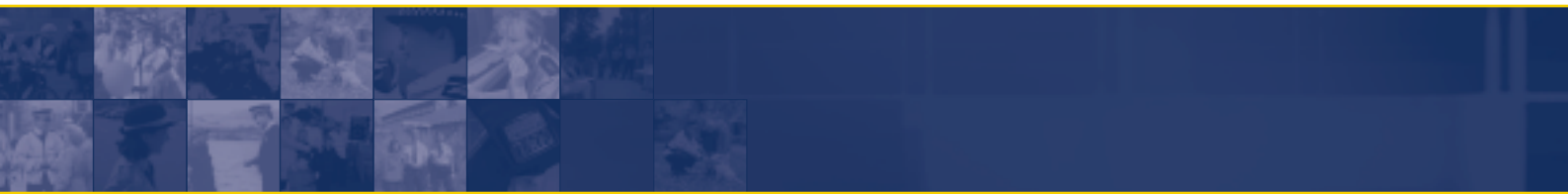
The teaching and learning materials will comprise print, CD and video material to be used by teachers and police officers in a co-ordinated approach to Education for Citizenship, within the subscribing education authorities. The programme will cover a number of themes:

- Me and My Community
- Domestic Abuse
- Discrimination
- Crime and Law in Society
- Drug, Alcohol and Tobacco Education (primary stages)
- Substance Misuse (Secondary Stages)
- Managing Conflict

'Education for Citizenship' is not just about the knowledge and skills; it is intended to promote responsible values and attitudes and has specific learning outcomes. The initiative is designed to be delivered within the existing curriculum and is wholly supported by the individual education authorities involved. It is proposed that the training will be delivered by teachers, supported by police, in a structured timetable.

Tayside Police has developed 'Safetaysiders', a safety and good citizenship initiative targeting 11-12 year old school pupils from across the force area. This initiative is a multi-agency partnership consisting of the Fire Service, Gas Board, Scottish Hydro-Electric, Ambulance Service and the Education Authorities. Primary school pupils take part in a two week programme designed to increase their awareness of social issues and develop their citizenship skills. Consideration is being given to expanding the scheme to include an awareness of the dangers of internet chat rooms.

HMIC considers both these initiatives to be worthwhile collaborations between the forces and their constituent education authority partners. Forces are advised to review existing partnership activities with their respective education authorities to ensure that appropriate arrangements are in place to support schools in the delivery of citizenship education.



CHAPTER 5 CUSTOMER INTERFACE

5.1 Introduction

Public perceptions about professionalism and quality of service provision are greatly influenced by the outcomes of initial contact with the provider of the service. Every police/customer interface can be regarded as a potential 'moment of truth' when customer focus is put to the test. The service has embraced the necessity of ensuring that all staff coming into contact with the public are appropriately skilled, trained and motivated to provide a high quality of service. This is absolutely critical if forces are to maximise the mutual benefit from each and every public contact.

Accessibility to the service remains a key issue. The extent to which the service is regarded as being available, accessible and approachable, significantly impacts on the ability to maintain public confidence, engender trust and develop positive relationships within the community.

'Narrowing the Gap'⁴⁵ identified the level of public demand for policing services and highlighted the critical importance of keeping pace with technological advances in providing the highest standards of customer interface. In brief, the report commended or recommended:

- *'the approach by ACPOS towards the establishment of a single non emergency number and recommended the continued development of the project, coherently linked to future developments in information technology'*
- *'that within the compass of the ongoing Common Police Services Review, ACPOS, along with the relevant stakeholders, initiate a Best Value review of all call centres and control rooms to ensure optimum integration of use across/between forces and other emergency services, and that ACPOS ensure a robust, consistent strategy to provide guidance on call grading and call management'*
- *'that forces increase the provision of Customer Service training to personnel involved in public interface situations and link this where possible to qualitative performance monitoring'.*

⁴⁵ Narrowing the Gap. HMIC (2002)

5.2 Establishment of a Single Non-Emergency Telephone Number for Scotland (SNETNS)

HMIC is pleased to note national developments, led by ACPOS, which has endorsed the approach, towards the establishment of a single non-emergency telephone number for Scotland. The development of a Project Initiation Document and national specification is ongoing and once approved, the procurement process will commence.

HMIC is also pleased to note developments of a National Customer Service Centre Users Group, established under the auspices of ACPOS, to address issues such as process harmonisation, sharing of best practice, training and other issues relating to developing and operating Call/Service Centres. ACPOS continues to monitor in-force developments in this area which, alongside the implementation of Airwave digital technology, will no doubt impact significantly on the customer interface. HMIC acknowledges the ACPOS view that it is appropriate for the Best Value review recommended in 'Narrowing the Gap' to be carried out at a later stage, but strongly urges ACPOS and forces to progress standardisation of call grading and call management within existing arrangements.

5.3 CASE STUDY

Chicago 311

Early in 1999, the city of Chicago instituted a single non-emergency telephone number, 311. The main purpose was to make it easier for the residents of Chicago to get information about city events and programmes, to request city services and to file non-emergency police reports or talk to police personnel in their district.

Four years later, the project has been an outstanding success, helping to provide more services, more quickly, to more people than ever before. The growth in calls to the service has been steady. In 1999, there were 2.8 million calls to the centre, compared with 3.6 million in 2002, an increase of 30%. The 311 centre receives approximately 750,000 calls concerning a wide variety of issues of which more than 100,000 are routed to non-emergency police personnel. The benefits of freeing up police officers' time for emergency response and community policing are invaluable.

311 is more than just a phone number. It is part of a high-powered computer system which has expedited the delivery of city services and improved the management of city government. When a Chicago resident requests a service, that request is electronically routed to the proper department to take the necessary action. By using the system, supervisors can monitor the progress of the job and deal quickly with any problems that might be causing a delay.

The 311 non-emergency or alternative response function is designed to keep police, fire and ambulance personnel free to respond quickly to any 911 emergency calls.

Non-emergency situations are explained to the public as being those that do not involve a crime in progress, an immediate threat to life, bodily injury or major property damage.

Many police functions are achieved by calling 311, including filing a police report after a crime has occurred and the offender has left the scene, e.g. minor thefts or acts of vandalism.

The 311 service also provides the public with a point of contact for matters concerning their area outwith the regular beat meetings, along with access to city services such as rubbish collection, street lighting, pothole repairs and drain cleaning. It is literally the 'one stop shop' for all city services and a gateway to information about the multitude of events occurring in and around Chicago.


Importantly, under the Chicago Alternative Policing Strategy (CAPS), regular meetings are held between the community and the police to identify potential neighbourhood crime and disorder problems, to develop strategies to address them. Information on the date, time and location of all meetings is available through the 311 service.

5.4 CASE STUDY

Grampian Police Service Centre

Grampian Police has very recently introduced a single 0845 telephone number for all non-emergencies, assistance and information calls. The Service Centre managing these calls, not only aims to deliver a consistent corporate service to all external customers, but is intended to assist the force development of intelligence led policing and the deployment of front line police resources. Advanced use of technology will identify repeat victims, link the force with other partner agencies in an effort to address local problems effectively and enhance service delivery overall. Callers to the new Service Centre should have to wait no longer than one minute for a response. Grampian Police are promoting this new service through the local media and force website.

The Service Centre Customer Relationship Management (CRM) system utilises 'custom forms' (an e-mail) to pass information to relevant local authorities. For example, an individual reporting a break-in to council property can, in addition to the information required by the Police, be asked specific additional information required by the council. This information is embedded within the customised form which, on completion, can be e-mailed directly to the appropriate council e-mail address. A 'custom form' also exists for the removal of abandoned vehicles. Service advisors are encouraged to explore alternative service solutions, including the Community Mediation Service, who provide alternative means to resolving neighbourhood disputes.



Dialogue is continuing with local authorities to ensure that there is harmony in the advice and services provided by service advisors. It is intended to expand developments within this area, to examine the viability of similar processes being instigated by the local authorities when the caller contacts them first. Although a recent development, the Grampian Police Service Centre has much in common with the Chicago 311 model, with a shared philosophy of integrated services and call management.

Notwithstanding the progress made in call centre development, HMIC considers that the experience from Chicago, Grampian Police and existing practice elsewhere has shown that providing a centralised or virtual call handling service is only the first stage in delivering co-ordinated and integrated public services in a resourceful and effective manner.

HMIC recognises that the future will be about providing an integrated multi-agency service response with complete functionality to divert emergency or non-emergency telephone calls to the appropriate service provider. Not only would this offer an integrated and professional service, it would also enable standardisation, co-ordination and recording of information and intelligence which would provide an invaluable source in determining community safety priorities.

RECOMMENDATION 13

HMIC recommends that ACPOS examines future developments in call centre provision, to establish the potential for a non-emergency telephone number to be shared with other council service providers.

5.5 Call Centre Management

It is acknowledged that before a single national telephone number can be adopted, forces must ensure that their underlying infrastructure is ready for the level of integration required. Developments show that six of the eight Scottish forces are moving towards centralised call handling and management, with the remaining two preferring to move towards virtual centralised call handling.

HMIC is pleased to note developments in this regard, in that effective call handling will assist demand management, reduce ineffective deployment of resources and contribute to the creation of local intelligence profiles to inform decisions in this area. It will also support the introduction of Airwave digital radio communication.

Forces have acknowledged that from their current experiences of localised call handling infrastructures, as high as 50% of non-emergency calls have been lost during peak demands for police service. Even allowing for a reasonable percentage of these telephone calls being from repeat callers, it is clear that forces will require to prepare themselves for an increase in calls answered through centralised call management during peak times. This will have consequences for both response and



pro-active policing profiles. Although it is envisaged that a large proportion of those calls should not necessarily result in a police resource being deployed, the service will require to be alert to the potential impact on resource demand.

Forces must also be alert to deferring calls for 'later' or 'follow-up' attention by community officers. Research with community officers within the remit of this Inspection, found that officers from all forces had experienced difficulties in calls being deferred for their personal attention by call takers unaware of

their availability or otherwise. In the worst cases, crimes with named suspects, had been reported only for the calls to be deferred for the attention of designated community officers who were not on duty for several days. At the very least, this left victims or potential witnesses disenchanted with the police service as a whole, as well as causing the potential loss of evidence regarding named suspects. It also made the job of the attending community officer very difficult, in terms of convincing the victim that their crime mattered and that the police were delivering an effective service.

As a consequence, forces are encouraged to examine call management arrangements in respect of response and grading criteria within existing command and control systems. This will assist in reducing the potential for any reduction in the quality of service delivery and ensure that emerging centralised call handling systems will be fully integrated, with accurate and up-to-date personnel availability rosters.

5.6 NOTEWORTHY PRACTICE: CUSTOMER SERVICE TRAINING

Central to the effective delivery of service is the standardised provision of customer service training for staff, irrespective of centralised or virtual call handling. HMIC is pleased to note developments in staff training, aligned to the move towards centralised call handling and the development of a single non-emergency telephone numbers for Scotland (SNETNS). During the Inspection process, HMIC identified the following areas of noteworthy practice:

Recognising that most Scottish forces were undertaking wholesale changes to their call-handling operations, **Fife Constabulary** approached the Scottish Police College. As a result, collaboration was forged between the College, the Scottish Qualifications Authority (SQA) and a number of forces, in order to introduce a Professional Development Qualification (PDQ) for call handling staff. The PDQ will be validated by the SQA and will be equivalent to an SQA level 3 qualification, with training provided in-force. Fife is presently undertaking a training needs analysis in this regard, to ensure that the correct level of training is delivered to staff. Support and mentoring will be provided by Force Control Room supervisors, to allow full

participation towards this qualification. Support staff in public enquiry offices throughout Fife will also be expected to undertake a vocational training course in customer service, so that personal callers to police stations will also receive a professional and quality service.

As part of the preparations for the introduction of a virtual call centre, **Tayside Police** is providing all existing staff within the control room and public enquiry offices with training focusing on a customer centred approach and telephony skills (industry recognised standard – Derigo). The programme commenced during September 2003 and will be a pre-requisite for all new staff. Customer service advisors are provided with an eight week training course, incorporating communication skills, customer service and diversity, as well as training in all major force IT systems. Phase II of the service centre project will involve the roll out of the CRM system to public counter staff who will undergo similar training. Prior to being selected for the role, all potential staff undergo an assessment centre process involving role playing, skill tests and an interview. Successful applicants from this stage go forward to a second, more formal interview. The core call centre competencies are deemed to be listening, negotiation, general communication and keyboard skills. Part of the quality assurance policy within the service centre involves calling back customers to assess their perception of the level of service.

5.7 NOTEWORTHY PRACTICE: e-ACCESS TO INFORMATION

HMIC is pleased to observe sustained improvements in the provision of local up-to-date information on force websites nationally which, it is accepted, is a time consuming process. With the onset of online crime reporting, forces are endeavouring to ensure that front end software is e-mail compatible. Once fully functional, these systems will allow incoming e-mails to be afforded the same status as an incoming telephone call. Forces recognise the value of publishing reassurance activity and information intended to balance the fear of crime. Forces have also configured specific pages to elicit views and comments from the public, in confidence, if preferred.

Central Scotland Police 'Safer Central'⁴⁶ website can be accessed via the main force website. The site provides information on the policing philosophy of the force in responding to the concerns and expectations of the communities, together with regular updates on operations, initiatives and future events. The online interactive feedback section of the site allows the community to comment on force performance on 'Safer Central' issues or other areas of concern. Responses are relayed via the force web manager for appropriate action. Future developments will see the site extended to encourage increased interactive use.

⁴⁶ www.centalscotland.police.uk/safercentral

Dumfries and Galloway Constabulary provides access for the public to report crimes via the force internet site,⁴⁷ The force is collaborating with Dumfries and Galloway Council in developing the 'Core Project', which is an electronic 'one-stop shop' for all council, police and fire information. In addition they have a feedback form on the website that allows members of the public to comment on what they would like to see on the site.

The knowledge based Frequently Asked Questions (FAQ) software on the **Grampian Police** web page,⁴⁸ when fully configured, will provide readily accessible information on a wide range of topics. This facility encourages people to find the answer to queries by searching the knowledge database. If the answer is not there, they can submit their question electronically. As well as e-mailing the answer back to that particular individual, it is also posted onto the website for future reference.

Northern Constabulary continues to work closely with its partners in the Wellbeing Alliance. A website has been developed⁴⁹ by a partnership of public agencies, inclusive of Northern Constabulary, which creates a gateway to all public service information across the region. The force also interfaces with the Highland Youth Voice project,⁵⁰ which was formed under the auspices of the Wellbeing Alliance.

Fife Constabulary is working towards the inclusion of all force community officers, together with their personal career CVs, onto the force intranet and linking this to other websites. In one division, the Community Team Newsletter is also posted on the force web page. This has all the telephone numbers and e-mail addresses of community officers. It is also posted on a Fife Council website, which is accessible through all local libraries. Further, a web page is under construction, that will include a photograph and pen picture of community officers.

Lothian and Borders Police is involved in a partnership with Scotland Online, who have created the force website⁵¹ and are responsible for its maintenance. The main aim of the partnership is to provide members of the public with a wide range of relevant and up-to-date information, with the hope of reaching as many people as possible. The website provides links to other public sector and voluntary organisations such as Barnardos, Victim Support, Safety Camera Partnership and ACPOS Drugs Strategy.

The **Tayside Police** website has recently undergone significant redevelopment by Scotland Online who were commissioned by the force to construct the site and are responsible for its maintenance. The content of the website is under constant review to ensure that information is both relevant and up to date. Certain elements of the site are interactive, for example, recruitment. Work is ongoing to expand the interactivity element of the site.

⁴⁷ www.dumfriesandgalloway.police.uk

⁴⁸ www.grampian.police.uk

⁴⁹ www.hi-ways.org

⁵⁰ www.highlandyouthvoice.org

⁵¹ www.lbp.police.uk

5.8 NOTEWORTHY PRACTICE: COMMUNITY INTERFACE

In getting to the heart of communities and community issues, all forces are endeavouring to enhance police visibility and engagement opportunities. The service is very much alert to the fact that some communities feel excluded and isolated, with limited opportunities to engage or interact with their local police service. This Inspection identified the following areas of noteworthy practice:

Dumfries and Galloway Constabulary has entered into a number of partnerships in an effort to ensure that services can be accessed and delivered effectively including:

- One stop shop at Thornhill Police Station – services also provided by the local authority
- One stop shop at Gatehouse – police facility within the Tourist Information Centre
- Police office within a non-police building in Dalry
- Police surgery held in Portpatrick Village Hall
- Police office at Lockerbie Market
- Police surgery within Lincluden Community Centre

Recognising that great numbers of the public have little or no access to the internet, a community policing leaflet is provided within local communities, introducing new officers within the community policing unit. The leaflet contains photographs, a brief pen picture and details of which area each officer covers.

In the **Fife Constabulary** area, there are three community flats in Dunfermline, where community officers operate joint surgeries supported by other partners. These officers hold open days, for example on community safety advice, whilst maintaining and developing a visible police presence in the area.

Senior and executive staff attend joint surgeries with other agencies in local supermarkets. In doing so, they make themselves available to large numbers of people, whilst promoting contact and partnership working with the local business community.

The force has also developed an innovative shared use of a local post office, as part of their efforts to provide a level of policing service in a rural community. A pilot initiative, recently evaluated as being a success by the community, was introduced in the rural village of Newmills. This involves the local sub-post office providing a point of access for the community to hand in found property and receive police information leaflets and forms.

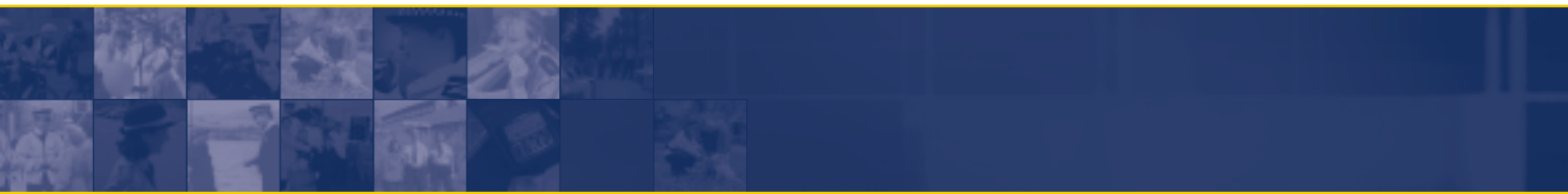


A new community school at Halbeath is to include the provision of a 'Police Kiosk'. This initiative is set to be replicated during other new build projects.

Strathclyde Police has two well established and readily accessible remote public help points, located in Glasgow and Hamilton town centres. They have proved successful in the force's public reassurance strategy and enable the public to access all policing services and seek emergency assistance.

One clear example of the one stop shop approach is the Dalmellington Area Centre situated in East Ayrshire. This purpose built facility is located in the heart of the village and provides accommodation for services supplied by East Ayrshire Council, Ayrshire and Arran Primary Health Care Trust and Strathclyde Police, all under one roof. Previously, these services

had been scattered across the village in a variety of buildings, many of which were in a poor state of repair and inaccessible to the elderly and infirm. The Area Centre now provides joined-up services delivered locally, high quality accessible accommodation and a community focus and ownership. A similar facility is provided at Drongan in East Ayrshire and one is also being considered in Kilmarnock.



CHAPTER 6 COMMUNITY COHESION

6.1 Introduction

Anti-social behaviour and its impact are recognised to be serious threats to the safety and well-being of our communities. Tackling anti-social behaviour is high on the agenda of both national government and local authorities, with local partnerships actively encouraged to identify local problems, develop strategies and action plans and evaluate their interventions to inform future practice.

Critical to the area of Community Planning is the concept of community cohesion and the need to work with partner agencies towards building safer, inclusive and more tolerant communities. Central to this theme is the recognition that communities are composed of diverse and disparate groups, along with an acceptance within the Community Planning ethos that no 'one size fits all' approach would be appropriate.

Given the Scottish Executive's investment towards 'Building Strong, Safe and Attractive Communities',⁵² and the significant additional levels of funding for 'Quality of Life' initiatives and community wardens, there is a need to ensure that Community Planning arrangements include mechanisms to facilitate the early identification of any potential breakdowns in community cohesion.

6.2 Anti-Social Behaviour: Is it a New Phenomenon?

The term anti-social behaviour may seem to describe a fairly recent phenomenon. However, the behaviour it describes, from young people causing a nuisance by their hanging about at street corners to unruly neighbours and generally unacceptable levels of noise nuisance, perpetrated by adults and young people, has been discussed for many years. The concept of 'anti-social behaviour' is not new. Historical police records going back over a century reveal that police officers were routinely deployed to deal with complaints of rowdy, nuisance and drunken behaviour, often involving young people, within their local communities.

As referred to in Chapter One, social tensions between older and younger members of the community can be problematic. Though this tends to be repeated through the generations, there is a perception that levels of tolerance of some types of behaviour have decreased. It is also accepted that what is considered to be excessive noise within a rural neighbourhood may go unnoticed within an urban area, and vice versa.

⁵² Building Strong, Safe and Attractive Communities: Guidance for Submissions. Scottish Executive. (July 2003)



The Crime and Disorder Act 1998 defines anti-social behaviour, in relation to obtaining an Anti-Social Behaviour Order (ASBO), as:

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

This definition describes the consequences of certain behaviour as opposed to the behaviour itself, and as such, it is open to different forms of interpretation. HMIC has observed that in England and Wales, this lack of clarity regarding the precise definition has resulted in many Crime and Disorder Reduction Partnerships (CDRPs) adopting their own definition in consultation with local community and partnership agencies.

In a Scottish context, HMIC recognises that the benefits to local communities and partnerships in taking this approach are:

- The terminology can be tailored to the local context, allowing a wider interpretation as compared to one which is largely generic and all encompassing
- Those who helped to define the problem at local level experienced enhanced local ownership
- A standard definition used by all partner agencies can help to minimise confusion and enhance standardisation of monitoring practices.

As well as the problem of definition, there are also difficulties in measuring anti-social behaviour. Data relating to many aspects of anti-social behaviour are collected individually by a variety of agencies, including the police, environmental health, housing departments and the fire service. It is recognised, however, that there are grey areas involving aspects of behaviour, such as being insolent or abusive, that are difficult to define and measure. From a police perspective, there will be some behaviours, such as rudeness or youths 'hanging around', which although perceived by some individuals to be anti-social, will not amount to criminal behaviour.

Overall reported crime levels have reduced by a quarter over the last 10 years in Scotland. In contrast, it is widely held that anti-social behaviour crimes and offences are on the rise, with reported breaches of the peace and petty assault offences having increased by a third and vandalism/fire-raising having risen slightly by some 6% over that period.⁵³

HMIC suggests that those increases be considered in a broader perspective, taking into account improved methods of recording crimes, advancement of information and telephone technology, higher levels of public expectations and social change.

⁵³ www.scotland.gov.uk/pages/news/2003/06/SEc272.aspx

6.3 Why Does Anti-Social Behaviour Matter?

Several studies have suggested that if anti-social behaviour is not addressed, it can act as a catalyst for more serious crimes. 'Contagion theory'⁵⁴ suggests that the 'presence of vandalism stimulates more vandalism'. This is supported by further studies which found that the presence of anti-social behaviour, such as vandalism, dumping rubbish or criminal damage, leads directly to more anti-social behaviour. By further extending this contagious effect as in the 'broken windows theory',⁵⁵ studies support the contention that an area with existing deterioration such as graffiti and vandalism, conveys the impression that residents do not or are less likely to care. This theory asserts that if a window in a building is broken and left un-repaired, all remaining windows will soon be broken. One unrepaired window is a signal that no one cares, so breaking more windows costs nothing.



This link between disorder and crime is further supported by the results of the British Crime Survey 2000,⁵⁶ which suggest that areas in which respondents perceived disorder to be the highest also had the highest levels of actual crime. Research and anecdotal evidence suggests that anti-social behaviour can have a debilitating effect upon communities, by increasing fear and social withdrawal, undermining residents' ability or desire to exercise a level of control of the situation. This is evidenced through a reluctance to become involved in crime prevention efforts or other community activities.

Anti-social behaviour is costly for communities, for the individual, local business and the community as a whole. At its most extreme, aggregate costs estimated by one English local authority suggested that anti-social behaviour can cost individual authorities anything up to £5 million per year.⁵⁷

In the Scottish policing context, a recent study undertaken by Stirling University and commissioned by the Scottish Executive,⁵⁸ concerning the role of mediation in tackling neighbourhood disputes and anti-social behaviour, found that forces do not routinely hold detailed information concerning officer deployment, time and outcomes of dealing with reported and found instances of anti-social behaviour. One police force


⁵⁴ Skogan, W (1990) *Disorder and Decline – Crime and the Spiral of Decay in American Neighbourhoods*

⁵⁵ Wilson, JQ and Kelling, G (1982) 'Broken Windows', *The Atlantic Monthly*

⁵⁶ British Crime Survey (2000)

⁵⁷ *Managing Risk Together*, Salford Housing and Urban Studies Unit, University of Salford (1999)

⁵⁸ *The Role of Mediation in Tackling Neighbourhood Disputes and Anti-social Behaviour*, Social Research Study, Stirling University (2003)



was able to provide estimates for involvement in ASBO cases, including total cost calculations. A second force was able to provide time estimates that could not be linked to particular cases. This gives an indication of police time involved in anti-social behaviour related neighbour disputes. In analysing the ten cases reported, it was estimated that the time spent per case ranged between nine hours to over 56 hours, with an average of 21 hours taken in attending to complaints, preparing police reports and administration tasks. This equates to an average net cost of approximately £420 in police time per case (excluding travel and overheads), with the net cost rising to over £1,100 for more serious cases.

HMIC recognises the high costs associated with demand for police service in this area. It strongly supports early identification of emerging patterns of anti-social behaviour that require a speedy response and effective early interventions from both the police as an individual service, and from a wider partnership arena when appropriate.

6.4 Anti-Social Behaviour Strategies

Within the recently launched Scottish Executive initiative 'Putting our Communities First: A Strategy for tackling Anti-social behaviour',⁵⁹ the behaviour was interpreted as including:

- Harassment and intimidating behaviour
- Behaviour that creates fear and alarm
- Noisy neighbours
- Drunken and abusive behaviour
- Vandalism, graffiti and other deliberate damage to property
- Nuisance from vehicles, including parking and abandonment
- Fly tipping and litter

The strategy is based on an understanding that anti social-behaviour stems from a number of sources; problems within families, education, fractured relationships, unemployment and social and medical problems. Active engagement of communities in the decisions that affect their lives, underpins many of the Scottish Executive's priorities in regard to community regeneration. It is accepted that local people are the ones who experience the impact of anti-social behaviour and need to be closely involved in developing the solutions.

The Local Government in Scotland Act 2003 placed a duty on local authorities to advance partnership activity across a wide range of services under the banner of Community Planning, thus enabling them to work in a more innovative and creative way in response to the needs of their local communities. HMIC recognises that Community Planning provides the appropriate framework in Scotland for bringing agencies and people together to improve local services, effectively tackle locally

⁵⁹ Putting our Communities First: A Strategy for tackling Anti-social behaviour, Scottish Executive 2003

agreed priorities and hold agencies accountable at the local level. HMIC acknowledges that this will be the overarching framework for tackling anti-social behaviour.

The Criminal Justice (Scotland) Act 2003 places a duty on each local authority to prepare and publish jointly with the relevant chief constable, a strategy for dealing with anti-social behaviour. This should explain clearly how the authority and the police will coordinate their services and exchange information. This part of the Act was never fully enacted and a provision for joint strategies is within the Anti Social Behaviour Bill currently before the Scottish Parliament. Ahead of the pending legislation, HMIC is pleased to note that all forces are working in partnership with their respective authorities in the development and implementation of local strategies.

It is widely accepted and understood that anti-social behaviour is a complex social problem that enforcement alone will not resolve. Clearly, successful strategies will need to take into account a balanced view of preventative measures, education, enforcement and strategic management. HMIC recognises that whilst existing force strategies have been developed to tackle anti-social behaviour, they now fall under the overarching aims of the local authority, and in particular should now be encompassed within the generic 'Community Plan'. HMIC considers it important to recognise that existing or proposed measures in this vital area may be resource intensive and need to be balanced against capacity levels and the service's capability of meeting demands.

6.5 Partnership Working

Within their 'Partnership Agreement' framework, the Scottish Executive has encouraged local authorities to set up pro-active anti-social behaviour units. It was anticipated that these units would comprise specialist teams with the responsibility for tackling such behaviour at local authority and community levels, involving a range of agencies including the police, housing managers and community wardens. It was also anticipated that members could further act as professional witnesses and that early action would lead to early intervention, improved response times and improved levels of service through integration.

In general, HMIC supports the view that, within wider partnership arrangements, there is a need to progress complementary community based initiatives including:

- Intensive intervention and supervision of anti social families at neighbourhood level
- Mediation and arbitration to resolve neighbourhood disputes
- Support for witnesses and victims and 'hot line' reporting that enables witnesses and complainants to report incidents quickly and safely
- Use of Acceptable Behaviour Contracts (ABCs).

6.6 CASE STUDY

Fife Constabulary: 'Safe Houses Project'

At a strategic level, the Anti-Social Behaviour Task Group of Fife Community Partnership oversees close partnership working between Fife Constabulary, senior local authority officers (housing, environmental health, social work, law and admin.), SACRO, Community Mediation Project, Victim Support Fife, and housing associations. Aims and objectives, including partnership responsibilities, are set out in the force's Anti-Social Behaviour Strategy and are available to all staff.

A partnership involving the police, West Fife Community Safety Partnership, West Fife Crime Prevention Panel, Fife Fire and Rescue Service, Fife Special Housing, Bield Housing Association, CR Smith and Fife Council, was formed for the purpose of delivering the 'Safe Houses Project'. This project, which was part funded by the local Community Safety Partnership, was initiated in 2002 and involves the speedy provision of free security equipment to victims of crime or people assessed as being vulnerable to crime or fire. CR Smith, a local firm, has provided two marked vehicles and vetted tradespersons who undertake work on behalf of the scheme as part of their ongoing duties. All referrals are managed by Fife Constabulary and relate to persons aged 70 years plus who have been the victim of crime or fire, or who are in genuine fear of crime.

An independent evaluation of the project has highlighted that 90% of service users felt that the project had been helpful, with 70% reporting that the project had made them feel safer. HMIC regards this as an excellent partnership initiative, utilising local business links, which has made a significant positive impact on fear of crime, particularly amongst the vulnerable, elderly community.

6.7 CASE STUDY

Lothian and Borders Police: Anti-Social Behaviour Policing Teams

The City Division within Lothian and Borders Police has recently entered into a groundbreaking initiative with the City of Edinburgh Council Housing Department to tackle anti-social behaviour effectively in the longer term through the establishment of Anti-Social Behaviour Policing teams. Through the Scottish Executive's Quality of Life fund, Edinburgh City Council is providing funding for 36 police officers to be fully engaged on anti-social behaviour work in designated neighbourhoods.

Subject to successful evaluation, officers will be introduced in three annual increments of 12, and will be jointly tasked by the police and by the Housing Department using shared community intelligence. The teams will be co-ordinated by a local authority neighbourhood manager who will have responsibility for linking the initiative to other partners, such as the Environmental and Consumer Services Department, Social Work Department, Housing Investigation Team, Local Housing Officer and Community Concierges. Information sharing will be a key driver in the success of the initiative,

supported by already established anti-social behaviour information sharing protocols.

The initiative, which commenced in November 2003, has performance indicators measured against force goals. Targeted crimes and truancy levels will be monitored locally. The scheme has developed joint performance indicators and will be evaluated by the police and housing department, as well as being subject to independent evaluation.

To date, six officers have been introduced into the Drylaw and Craigmillar areas of the city. Officers in Drylaw are solely deployed to deal with anti-social behaviour calls, while officers in Craigmillar have been attached to existing community beat teams who respond to wider community issues. HMIC notes that this will enable the force to review what works best, and will inform the deployment of the remaining 24 officers over the next two years. While formal evaluation is in the initial stages only, HMIC is aware of early indications which suggest that the initiative has enhanced patrol visibility and increased the level of community satisfaction.

6.8 NOTEWORTHY PRACTICE: ANTI-SOCIAL BEHAVIOUR PARTNERSHIP WORKING:

Central Scotland Police has seconded an officer on a full-time basis to Falkirk Council's fast track anti-social behaviour unit, Falkirk Investigation Response and Support Team, (FIRST). This secondment facilitates information sharing and co-ordinated joint action in tackling anti-social behaviour within the local authority area. The team has successfully used Acceptable Behaviour Contracts (ABCs) with adults and children, as well as providing other remedial services to prevent further acts of nuisance behaviour. In ensuring that potential internal communication loopholes are closed, details of ASBOs granted by the Sheriff Court are entered on PNC and the force command and control system.

Dumfries and Galloway Constabulary has established a number of multi-agency groups, specifically intended to consider issues of anti social behaviour and other socially unacceptable issues such as drug and alcohol abuse. This has been widely regarded as a successful approach. Each group, normally chaired by the local council elected member, brings together a wide variety of partner organisations into a forum where the ethos is to work to improve life within communities. One example includes the South Machars Multi Agency Group, which was formed to consider elements of anti-social behaviour involving young people in the local area. A Summer Activities Programme of events for youths in the area, part funded by the local Community Safety Partnership, resulted in around 270 young people engaging in a wide variety of activities previously considered to be out of their reach. Statistical comparison with previous years' experiences confirm that this programme was successful at reducing instances of reported vandalism and other anti-social behaviour.

6.9 Monitoring of Anti-Social Behaviour

HMIC recognises that the tasking and co-ordinating process of the National Intelligence Model (NIM) provides the opportunity for analysis of reported incidents, crimes and intelligence reports from a number of sources. Evidence suggests that forces have extended the analyses of the types of information available to them. However, some disparities were found in the methods of recording community information/intelligence which needs to be captured at the most basic, level one category of NIM. Methods of recording vary from word of mouth updates to local supervisors, through recording information on paper forms to inclusion of information on force intelligence systems. As a consequence, it is apparent that not all relevant information relating to quality of life issues and community concerns was readily available for analysis or subsequent action through the tasking and co-ordinating process at either tactical and strategic levels.

It is recognised that the majority of community intelligence will come through interaction between community officers and their respective communities. Through their attendance at various meetings, personal contact with local people, council officials and elected representatives, dealing with correspondence and going into schools, the community officer will, as a core duty, have ready access to information relating to community concerns. HMIC is encouraged by the finding that forces are reviewing methods of recording community intelligence to ensure that incidents of anti-social behaviour are recorded in a standardised fashion. Whilst local or informal intelligence filing can assist local efforts, the only effective database for recording information of this nature is the Scottish Intelligence Database (SID). This is the only method which will offer a complete picture, as evidenced by the South Lanarkshire case study featured at Chapter 3, and provide the analysis, mapping and profiling to inform appropriate policing deployments to tackle anti-social behaviour and other quality of life issues.

While HMIC supports the development of robust liaison arrangements and operational protocols between police and local authorities in respect of community wardens, and recognises their potential contribution as a visible presence to community safety, HMIC will also be interested in the longer term evaluation of comparative approaches, such as the funding of additional police officers to combat anti-social behaviour in Edinburgh.

In the modern age, however, community safety must be a shared responsibility between police, relevant agencies and communities themselves, and the key to effective monitoring of anti-social behaviour lies beyond monitoring by a single agency. HMIC recognises that monitoring of community cohesion can only truly be effective when information held by respective partners is shared. It is envisaged that this will range from information about targeted individuals to areas identified as 'hot spots' for actual or potential disorder and should include standardised classification of incidents and accurate geographic mapping.

6.10

CASE STUDY

Fife Constabulary: Community Intelligence Initiative

Fife Constabulary has recently introduced a pilot initiative within the force's Eastern Division, concerning the recording and management of community intelligence. The force took into account a previous HMIC report, 'Winning the Race',⁶⁰ which recommended that forces recognise community intelligence as being as valuable as crime intelligence to effective policing and quality of service.

Within this initiative, the force has defined community intelligence as being:

'local information, direct or indirect, that when assessed provides intelligence on the quality of life experienced by individuals and groups that informs both the strategic and operational perspectives in the policing of local communities'.

The force has acknowledged that service delivery is aimed at improving the quality of life of people living, working and visiting local areas. Intelligence related to communities need not be exclusive in nature, but nonetheless can have an affect on how the force prioritises local policing demands for service.

Such information can be gathered from a multitude of sources, including partnership groups, media, educational establishments and community groups as well as from internal information recording systems.

Fife's current Force Information Management System has the capacity to record community intelligence, with information being recorded under 'community intelligence' to facilitate easy searching. In terms of data protection, there is a clear understanding that it must be accurate, relevant, proportionate and up to date. Information no longer meeting the above criteria will be weeded after a period of 6-24 months. Officers within the division have been briefed accordingly, with inputs being assessed at daily and fortnightly tactical tasking and coordinating group meetings.

This information, in accordance with National Intelligence Model protocol, is fed into the relevant Intelligence Unit and evaluated and analysed. Where appropriate, an officer or officers will be tasked to formulate a suitable action plan to tackle the problem. Following Problem Oriented Policing guidelines, officers apply the SARA problem solving model and implement an agreed action plan, once approved, through the tactical tasking and co-ordinating process. Designated community officers are involved in most initiatives carried out to tackle anti-social behaviour, because of the specialist community knowledge they possess.

This initiative contributes community intelligence to a single intelligence database within the force. This will be the approach taken when the Scottish Intelligence Database is implemented during May 2004.

⁶⁰ Winning the Race. HMIC (E&W) (1997)

6.11 Young People: Diversion and Intervention

A healthy, cohesive community requires tolerance and understanding between all groups, especially between adults and young people. The police are often called to deal with complaints about young people 'hanging around', who are not always committing any offence but who simply through their presence and boisterous behaviour can cause fear and alarm within the community. A recent survey by Youthlink Scotland (based upon a sample of 2,124 schoolchildren, aged between 11-16 years, in schools) found that more than half of this age group spend their time out on the streets 'not doing anything in particular', and highlighted that, for the majority of teenagers, activity of this nature is an important part of youth culture.⁶¹ Further information can be obtained from www.youthlink.co.uk

6.12 NOTEWORTHY PRACTICE: DIVERSION AND INTERVENTION

HMIC was pleased to note that all forces are involved in a wide range of activities to facilitate early intervention or diversion of young people away from anti-social or criminal behaviour. This Inspection revealed the following areas of noteworthy practice:

Fife Constabulary has been actively involved in the acquisition of funding to provide communities with either youth shelters or other youth recreational facilities. Efforts to identify what they as a community feel they would most benefit from has resulted in positive interaction with young people. In partnership with local authority youth workers, some nineteen varied bids have been submitted to the local council seeking approval and provision of youth shelters, kick walls or skateboard parks. A very careful monitoring process has been adopted to ensure that all necessary consultation is undertaken and agreed.

Grampian Police has developed a 'Youth Offender Tracking' system linked to the force's Crimefile crime recording system. Although in the early stages of development, the system shows great promise in ensuring early intervention, particularly regarding persistent young offenders. Additionally it offers a tool to evaluate the effectiveness of diversion programmes which are tracked on the system, particularly rates of re-offending on certain schemes. Young offenders are particularly relevant to anti-social behaviour issues, and the tracking system will assist greatly in monitoring and hopefully addressing this behaviour by means of early intervention by diversion schemes.

Central Scotland Police regularly consults with youth organisations such as the Young People's Parliament, and Student's Union at Stirling University. Recently, the Chief Constable joined a group discussion with six senior pupils from the Stirling area, during which their views on community reassurance were sought and freely given. Within the past year, the Chief Constable has also held 'road shows', with the stipulation that at least 20% of the audience were teenagers. The last session was held with the entire audience comprising youths. The ensuing discussion was recorded and broadcast live by a local radio station.

⁶¹ Being Young in Scotland in 2003. Machin, D. Youthlink Scotland/MORI

6.13 Use of Anti-Social Behaviour Orders

There are many tools available to police and local authorities to deal effectively with anti-social behaviour in communities. At the top end of the scale, an Anti-Social Behaviour Order granted by the Sheriff Court is available to deal with more serious or sustained instances of anti-social behaviour. This is usually when other alternative remedial or intervention measures have been unsuccessful.

A recent study undertaken by the Chartered Institute of Housing identified a wide variation in the number of ASBOs applied for by local authorities, with Fife and North Lanarkshire local authorities accounting for almost 50% of all applications.⁶²

The study found that in the period between April 1999 and March 2003, 20 out of the 32 local authorities had applied for anti-social behaviour orders. This information does not take into account ASBOs/interim ASBOs applied for after that date. Authorities not featured in the table did not process any ASBO applications during this period.

Figure 5: ASBO Applications by Local Authority

Local Authority	ASBO Applications	ASBOs Granted
Aberdeen	10	9
Aberdeenshire	1	1
Angus	1	0
City of Edinburgh	1	1
Dumfries and Galloway	4	1
Dundee	8	6
East Ayrshire	5	2
Fife	30	22
Glasgow	4	3
Highland	5	4
Midlothian	1	1
Moray	4	3
North Lanarkshire	35	27
Orkney	1	1
Perth and Kinross	1	0
Renfrewshire	7	2
Scottish Borders	8	5
South Lanarkshire	20	5
Stirling	3	2
West Dunbartonshire	8	4
Total	157	99

⁶² Targeting Anti-Social Behaviour: Use of anti-social behaviour orders in Scotland. Chartered Institute of Housing (2003)

In summary, following their introduction in April 1999 and up until 2003, some 368 ASBOs have been applied for in total, with 226 being awarded by Sheriff Courts. It is of note that the majority of applications came from local housing authorities, with some 89% concerning local authority tenants only.

While statistics available may be more representative of a local authority’s attitude towards the use of ASBOs, HMIC recognises that this sanction is only one of a number of tools available to deal with anti-social behaviour, and one that does not address the underlying causes of such behaviour. Although not all authorities have used the legislation, this does not indicate an unwillingness to tackle incidents of anti-social behaviour effectively. There are a number of other preventative and remedial measures, including mediation, available to both police and the local authorities which have been successfully used in resolving community and individual problems. One local authority expressed the view that the application of ASBO legislation is the last option and should be used accordingly.

This Inspection found varying levels of frustration experienced by officers across the service, concerning the apparent length of time it took for Anti-Social Behaviour Orders to be applied for and subsequently granted by Sheriff Courts. This is best evidenced from the table below, though with the caveat that the total depicted does not match the total number of ASBOs awarded, as not all local authorities were able to supply this information.

Figure 6: ASBO Application Timescales

Length of Time	ASBO granted (number)	
	1 Dec. 2001– 30 Nov. 2002	1 Dec. 2002 – 31 Mar. 2003
Less than 2 weeks	3	0
2-4 weeks	8	1
1-3 months	37	17
4-6 months	10	7
6-9 months	9	2
More than 9 months	2	0
Total	69	27

While there are justifiable reasons for the apparent delays, a concern is that these can compound the situation, with the continuing problem behaviour placing additional demand on police and other services. In an effort to reduce these delays, HMIC is pleased to note the new legislation empowering Sheriff Courts to grant interim ASBOs, that can be applied to both adults and children, at a much earlier stage of the process.

While the legislation is fairly new, its interpretation and practical application still evolving through experience and evaluation, local authorities have reported difficulties in obtaining sufficient evidence to ensure that a case proceeds quickly. A main obstacle appears to be the constraints placed on information exchange. HMIC is pleased to note that forces have devised or reviewed protocols and guidance on information sharing aimed at alleviating this problem. Those protocols take into account the fine balance must be struck, between ECHR articles and the Data Protection Act 1998 relating to privacy rights, and the need to take legitimate steps to protect the community from crime and disorder. As reported in Chapter 2, the Work of the Scottish Data Sharing Working Group⁶³ will impact on this area.

Concerns were also raised relating to breaches of ASBOs and to how behaviour could effectively be monitored by police and the local authority to ensure compliance. HMIC notes that forthcoming legislation will make it a statutory responsibility for local authorities to record fully all information relating to ASBO applications, grants, breaches and other actions, which will greatly assist in monitoring community cohesion in this area.

RECOMMENDATION 14

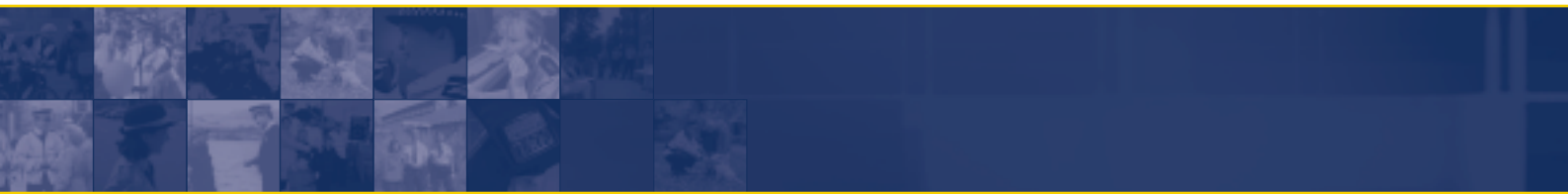
HMIC recommends that forces, in partnership with their respective constituent authorities, examine current arrangements in respect of the application and grant of ASBOs, to ensure the most effective use of this sanction in promoting community cohesion.

6.14 Monitoring Community Cohesion

Community cohesion is at the very heart of community safety and wellbeing. HMIC recognises that it is not enough for the police to consult with communities but to demonstrate effective interventions to community concerns. The service is responsible for providing appropriate interventions and sustainable solutions to community concerns, both as an individual organisation and as a key partner within the wider Community Planning framework. Feedback to the community around the priorities and decisions made concerning community issues, including the delivery of the policing service, are central to full and inclusive community engagement.

While patrol is the essential core of policing, within this the importance of the role of the community officer, whether designated or otherwise, cannot be overstated. It is these officers in particular who are proactively working and engaging with their communities and peer group agency partners on the 'front line'. In doing so, they build upon local connections and gather a tremendous wealth of local knowledge. In this respect, they can be regarded as the 'eyes and the ears' of the service. They are key to monitoring community cohesion and tensions through their attendance at local community meetings, liaison with local elected members and community council representatives.

⁶³ Information Sharing, Community Planning Advice Note No 8.



CHAPTER 7 MEDIA AND MARKETING

7.1 Introduction

The police service recognises the value of the media as a vehicle for positive community engagement and providing public reassurance. HMIC acknowledges that good media management is critical to closing 'the reassurance gap' referred to at Chapter Three. Marketing and public relations efforts may vary between forces. There is, however, a strong awareness across all forces of the need to promote a positive message to counter the negative style of reporting which often feeds the fear of crime.

'Narrowing the Gap',⁶⁴ recommended:

'That forces consider their local media arrangements specifically to better balance the perception whereby the fear of crime is disproportionate to the risk of crime and within which the established needs of communities are emphasised as well as fluctuating trends in crime'.⁶⁵

This recommendation is currently being addressed by the ACPOS Media Sub Committee, which is developing a draft action plan. In particular, consideration is being given to the creation of a generic check-list for individual force audits of media arrangements, using the ACPO Media Advisory Group document as an initial source. ACPOS intends to commission research in order to highlight the comparative levels of safety in regard to:

- Recorded and detected crime levels nationally, by force and command unit level (where there is separate media coverage) compared with 10 and 20 years ago
- Recorded and detected crime levels in Scotland compared with other countries
- Mathematical probabilities of being a victim of crime, for example robbery, compared with other probabilities to which the public can relate

Results of the research, broken down into force area, will be passed to each force's press office for the interest of local media, alongside and tailored to the identification of local issues.

⁶⁴ Narrowing the Gap. HMIC (2002)

⁶⁵ Narrowing the Gap. HMIC (2002)

The national results of research commissioned above will be either:

- Used in a bid for one-off funding for a national advertising campaign (ideally television), emphasizing the relative safety of living in or visiting Scotland, and the success of Scottish police forces
- Worked into a series of press releases from ACPOS for feeding to the national media.

It is proposed that each ACPOS Standing Committee be asked to identify between two and four major pieces of current or recent work, which reflect major policing issues that would benefit from media coverage. Committees will also be asked to nominate spokespersons familiar with each identified issue. These will then be paired with a member of media staff from the same force and tasked with producing two articles for each issue, to be placed in the press. Where media interest is likely to be high, an ACPOS spokesperson will be sought and media briefings arranged.

Once the revised media strategy is finalised, an approach will be made to ACPOS Council, to seek agreement on the temporary appointment of a full or part time marketing/media officer to co-ordinate the action plan and create a separate marketing strategy for the police service in Scotland. This will specifically seek to promote demand reduction, reduce the fear of crime and publicise police achievement.

7.2 Marketing

A previous survey conducted by Market Research UK⁶⁶ on behalf of HMIC for 'Narrowing the Gap', indicated that the media – including the press, radio and television – was amongst the most powerful influences in shaping public impressions of policing and crime. Word of mouth apart, media was the most commonly cited source of information for adult respondents in terms of their perceptions of crime and fear of crime in their area. Local newspapers, in particular, were both the main source of current information on policing issues and the preferred channel for receiving such information.

The impact of television was also cited, especially in regard to news reports on violent crime and new forms of crime, e.g. 'car jacking' and mobile phone thefts. Young people in the survey were found to have somewhat limited consumption to news programming, although television dramas and programmes such as 'Crimewatch UK' ensured their exposure to more extreme depictions, both real and fictitious, of criminal and police behaviour. In this survey respondents agreed that the risk of 'random' crime was relatively low. Moreover, it was widely appreciated that the media are guilty of the disproportionate reporting of crime and of serious crime in particular in order to 'sell papers'. Despite this, the impact on perceptions of such media portrayals persists. This seems to question the effectiveness of police media management although forces would assert that the media do not utilise enough of the 'positive' information released by police because it lacks newsworthiness.

⁶⁶ Public Reassurance & Police Visibility. Market Research UK Ltd (2002)

The high impact of vivid media reporting of crime on public perceptions cannot be underestimated, both in terms of the initial incident and any subsequent trial. In addition, the potential assistance which can be generated through proactive, well informed publicity has received increasing professional recognition in recent years. HMIC is encouraged that the police service continues to be alert to this potential and seeks to reinforce its capacity and understanding in media relationships.

7.3 National Campaigns

The major national campaign discussed during this Inspection was 'Safer Scotland'.⁶⁷ This was strongly felt to have been of limited success, due mainly to a lack of local impact. Forces felt that in attempting to sustain a national dimension to the campaign there was a risk of losing local focus. Individual forces reported some success in incorporating local activities and initiatives under a national campaign banner, but many expressed a preference for more flexibility to interpret campaign objectives at a local level. This was relatively straightforward when the relevance of the campaign theme allowed this to occur but was more challenging when there was limited local community buy-in or police ownership of the problem. Force media officers also highlighted the difficulties of sustaining the visibility of a national campaign in an already crowded and competitive media market, especially where the overall campaign is divided into a series of smaller themes over shorter timescales as in phase four, the 'Public Reassurance and Police Visibility' component of 'Safer Scotland'.

A contrast can be seen with the strong local branding carried by the 'Safer Central' initiative operated by Central Scotland Police, which appears to carry a high level of local identity and ownership both from the officers and the communities involved. Again, the campaign banner is used to highlight and publicise policing issues prioritised by local concerns, and is viewed as a more tangible vehicle for police intervention with a strong community focus.

7.4 Research Findings: Media as a Reassurance tool


Following on from the media management recommendations in 'Narrowing the Gap',⁶⁸ HMIC commissioned research⁶⁹ to examine police use of the media and determine ways in which use of national and local media is helping to:

- Achieve a better balance of public perceptions so that fear of crime is less disproportionate to the risk of crime
- Improve public reassurance by providing a better understanding of major policing issues and the service response

⁶⁷ www.saferscotland.org.uk

⁶⁸ *Narrowing the Gap*. HMIC (2002)

⁶⁹ *Police Use of the Media*. George Street Research for Scottish Executive Central Research Unit (2003)



The research also sought to ascertain the extent to which the different forces and divisions work with partner agencies when handling media stories about joint activities and more generally, to identify examples of good practice. The full report will be made available on the HMIC website at: www.scotland.gov.uk/hmic

The research used various approaches to collect evidence around these issues, namely:

- Focus groups and interviews with police media staff
- Interviews with journalists
- Analysis of press releases and news clippings.

In brief, the research found much to be positive about concerning the ways in which police forces manage their media relations. The main findings in respect of the media management component of the research were:

- Force media circulation lists are comprehensive
- Media relations can be improved by enhancing levels of media access e.g. extending out of hours contact arrangements or conducting more regular press conferences and briefings
- Distortion of message can be countered by use of spokespersons
- In links with key media, forces place a stronger emphasis on local titles in their areas

7.5 Review of Press Releases and News Clippings

From an initial sample of 400 press releases, some 80 (20% of total available) were selected across all eight forces and examined in respect of tone and message theme. For a subset of 16 of these press releases, a search was made of all print media in order to identify articles that could have derived from the release. A rigorous analysis of the extent to which the messages outlined in these sixteen press releases were then actually reported within the clippings was not possible, as the data are based on relatively small numbers of articles. A qualitative analysis of the mix of messages produced does indicate that, broadly, the press has been very true to both the reporting of the messages and the tone of message set out in the press releases from which the articles originated.

The analysis also revealed that:

- Press releases did not make negative comment about detection rates, though some such comment was evident from the analysis of the clippings messages
- Reporting about crime levels tended to be negative more frequently in the clippings than in the press releases (where some bad news on this had been communicated along with good news)

- Crime rates were also one of the more prominent stories across clippings, perhaps getting more coverage than would be expected from analysis of the press releases
- Press clippings also often tended to feature appeals to the community, which is perhaps less evident amongst the overall mix of messages being put out through the press releases

More positively, the review of the clippings does reveal an interest amongst the press in reporting some of the softer messages, such as partnership working between the police and others (perhaps reported more often than might be expected given the frequency with which this appeared in press releases). Also, comparison of the clippings and press releases suggests that a reasonable amount of attention has been paid to stories about police activities, focused policing initiatives and the police working in co-operation with the public.

7.6 CASE STUDIES

Police on Television 'Crimefighters'

During 2002, 'The Force', a 'fly on the wall' documentary was broadcast in the Borders Television area. A television crew shadowed police officers from Dumfries and Galloway Constabulary, providing the public with an insight into daily life as a police officer. The series ran for six programmes and was so successful that plans were made to expand the pilot and produce a second series incorporating the other border forces.

The second series, 'Crimefighters', was driven by Border Television's parent company, the Granada Group. The programme involved Dumfries and Galloway Constabulary, Lothian and Borders Police, Cumbria Police and Northumbria Police. The purpose of the series was to reflect accurately day to day policing along both sides of the Border and record the variety of ways in which the police tackle a wide range of social issues. 'Crimefighters' was broadcast on Friday evenings, with each programme lasting 30 minutes and attracting viewing figures of approximately 44% of the available audience. The catchment area is fairly large, from the Lake District in the south to Scottish Borders in the north. The programmes were broadcast throughout the Border transmission area and a further series is scheduled to be transmitted early in 2004.

'Cop College'

Between April and June 2003, the Scottish Police College played host to a crew from Grampian Television. The crew followed the fortunes of seven new recruits from Tayside, Grampian and Northern forces, as they progressed through the demands of the 12-week, first stage training course. The final result was 'Cop College', a series of five 30-minute 'human interest' programmes that were broadcast on ITV across Scotland each Thursday evening throughout August and September.



Filming 'Cop College'

The aim was to produce a series which was entertaining but also conveyed the commitment, teamwork and effort which goes in to training the police at all levels and captured some of the reality of the student experience. The broadcast has been a success for Grampian TV, which has been highly encouraged by the viewing figures, particularly since the show was in direct competition with the BBC's 'Eastenders'. It achieved around 25% of the audience share, equating to around one million viewers in Scotland. The show has made mini-celebrities of some of the staff featured and the

public response has been extremely positive. The College Executive has also been very pleased with the result. Grampian TV is exploring the possibility of a short follow-up programme in 2004. The response has been such that all eight Forces have recorded a notable increase in enquiries for information and application packs from potential recruits.

'Rail Cops'

In January 2003, BBC1 took viewers to the other side of the tracks, with an in-depth exploration of the daily lives of the British Transport Police (BTP). The series had unique access to the BTP and went behind the scenes as they tackled crime on Britain's railways and London's tube system. The series of four programmes had audience figures of 5 million viewers for the first episode and 4 million for the subsequent three programmes. The BBC was so impressed by the favourable public reaction to the programme that it is keen to embark on a second series, to be shown before the national BBC evening news. The producer has considerable experience in making police documentaries and was asked by the Chief Constable to make a series that would help raise the British Transport Police profile. More than 15 million people found themselves watching one or more episodes of the series over the four weeks. This represents significant exposure for the force's profile and the public reaction, together with that of the train operating companies, has been almost unanimous in its praise for the compassion, care, humour and humanity on display in a wide variety of policing situations.

'Drug Wars'

BBC cameras spent 18 months filming with officers of the Lothian and Borders Police drug squad. The resultant television programme, 'Drug Wars', highlighted the force's fight against drug dealers, showing officers disrupting crack cocaine operations in the capital and providing a unique insight into this aspect of police work. The programme featured surveillance operations, the violence faced by undercover officers and the painstaking searches for hidden drugs and drugs money. With unprecedented access to drugs operations, the series followed officers as they raided a scrap yard full of illegal drugs and tracked an international heroin trafficker to Estonia. The three part series of one hour programmes was aired during October 2003 in a 9pm, Thursday night slot, and on its best showing attracted a 31% audience share, equivalent to 640,000 viewers. Overall, the programmes consistently out-performed the network, achieving a series average of 25% audience share.

'The Big Beat'

This 'fly on the wall' documentary had exclusive access to Northern Constabulary, highlighting the difficulties of policing such a huge geographical area. It was agreed with producers that the focus would be on road safety issues, each highlighting a major road traffic or road safety feature. The series consisted of six half-hour programmes and was broadcast on a Tuesday peak-time slot. The 'Big Beat' achieved a 37% audience share, an excellent performance for a regional programme.

Cops on television: US style

The Chicago Police Department runs a weekly magazine based TV show of between 20 and 25 minutes' duration. 'Crime Watch' showcases the Department's fight against crime and carries an interesting blend of factual coverage, crime prevention advice and documentary style features on Chicago police staff and their work. The programme focuses on the CAPS districts featured in Chapter One and underpins the CAPS philosophy, highlighting police and partnership successes on a district by district basis. The show is repeated on satellite and local community cable TV stations to ensure maximum promotion of the CAPS policing philosophy. The programme informs and entertains in equal measure and is an integral component in the Chicago Police Department reassurance policing strategy.

7.7 NOTEWORTHY PRACTICE: MEDIA MANAGEMENT

Lothian and Borders Police has joined forces with a new local radio station, River FM, to introduce a weekly police input. This input allows the police to discuss a range of topics and offer practical advice to listeners. In addition, the radio station will be used when the need for instant appeals for information or assistance arises.

Dumfries and Galloway Constabulary has entered into a partnership with a local newspaper, the 'Dumfries and Galloway Standard', to publish appeals, crime information, initiatives, etc. under a corporate banner, 'Joining Forces'. Media liaison officers have been appointed within every department and division, to seek out information and ensure that it is released proactively. This includes community safety information, details of initiatives and details of community officers.

The force also publishes the 'Signpost' magazine, which is distributed to community groups and placed on the internet. This gives details of community safety and public reassurance initiatives.

A quarterly Public Performance Report 'Quadrant' has also been introduced, to market the force and its efforts to local communities.

The force makes good use of partners' publications links. This has been further developed by undertaking to take on four pages in 'Broadcast', a council newspaper which is delivered to every household. This provides a greater opportunity to place information in the wider public area and fulfil obligations towards Community Planning Partnerships.

In **Fife Constabulary**, the force executive, divisional commanders and department heads meet twice yearly with editors and reporters, in order to communicate force priorities and foster good relations.

In **Tayside Police**, Radio Tay has installed broadcasting equipment within a studio situated within the media services department in FHQ. Each weekday, staff within the department and from other specialist departments carry out live broadcasts. The equipment is owned by Radio Tay, while members of police staff write the scripts and ensure the daily slot is filled.

To supplement its annually published Public Performance Report, **Strathclyde Police** produces 'The Leader', a quarterly newspaper aimed at providing the public with information on current policing issues in an accessible and plain English format. The Leader reflects the force's commitment to providing the public with information on policing services on a regular basis. This information relates to divisional activities and initiatives, partnership working, crime prevention and personal safety advice and articles demonstrating the strong relationships between the force and its local

communities. The circulation of the newspaper is gradually being increased – the paper currently has a 150,000 print run – as the force strives to communicate with a wider audience. The summer edition of ‘The Leader’ has also included local inserts relating to each individual territorial division within Strathclyde Police, to address issues of local importance. Since its launch in August 2001, more than 700,000 copies of ‘The Leader’ have been published and distributed across the force area.


In 2001, **Central Scotland Police** launched its new policing philosophy, named ‘Safer Central’. Its main aim is to impact on the quality of life issues which are of concern to people who live or work in, or visit the force area. ‘Safer Central’ has become synonymous with the force and its focus on improving public reassurance. The initiative has managed to secure a prominent media profile, with high levels of both local and national newspaper and television coverage.

Having recently appointed a police press liaison officer, **Northern Constabulary** is unique in Scotland, in that it has secured a place for the officer to attend the Police Press Officer Course run by Lincolnshire Constabulary. The course is designed for recently appointed police press officers and provides an intensive week of experiential learning. The course consists of a range of presentations and practical exercises, all relevant to the press officer working in a police environment.

7.8 Promoting Community Safety

As a publicly accountable body, the police service is committed to openness, transparency and accessibility. These principles underpin a relationship which in different ways is important to the police and the media. Forces look to the media as a channel through which communities may be informed about many aspects of police work. There is a greater willingness at all levels and in all parts of the service to engage with the media and to recognise the mutual benefits of a productive relationship.

The media analysis research conducted in support of this Inspection, highlights efforts made by forces to engage positively and proactively with the print media, for example, with regular provision of press releases. Generally, coverage can be seen to be supportive and there is also evidence that communication can be strengthened by the use of spokespersons. In addition, the service has recognised the value of local media management, and generally achieves high levels of positive coverage in a competitive media market.



'Cop College' is just one example of how television programmes can ably and positively depict the diversity and demands of professional policing, whilst achieving very high viewing figures. Against this background, HMIC believes that there is scope to explore the viability of a Scottish police magazine based television programme as a showcase for Scottish policing, with the right balance of factual content and entertainment. This could assist forces in publicising campaigns, highlighting partnership efforts in crime reduction and more generally promoting community safety concerns.

RECOMMENDATION 15

HMIC recommends that in furtherance of recommendations in Narrowing the Gap, ACPOS continues to develop a media strategy which draws on lessons from 'Safer Scotland' and is alert to further media and marketing opportunities, notably in the area of television.

CHAPTER 8 CONCLUSION

This Report completes three linked studies by HMIC in relation to practical service delivery:

'Narrowing the Gap' - Police Visibility and Public Reassurance – Managing Public Expectation and Demand (December 2002)

'Partners in Crime' - Solving and Reassuring (October 2003) – A Thematic Inspection of Crime Management in Scotland

'Local Connections' - Policing With the Community (March 2004) – A Thematic Inspection of Community Engagement in Scotland

This body of work emphasises the essential requirements of modern policing in relation to:

- Patrol capability – to provide immediate police response in a flexible and sustained way
- Proactive engagement – consistent involvement with communities and other agencies
- Investigative capacity – to ensure expertise in the investigation of crime and the securing of evidence
- Support infrastructure – the forensic, technical and administrative machinery essential to professional performance

The combined themes relate to five main areas and offer an informed guide towards the strategic development of policing in Scotland:

- Reinforcement of the police role in relation to crime prevention, detection and the protection of life and property, in which peripheral tasks are challenged, bureaucracy is reduced and deployment is more efficiently managed
- More proactive community engagement through public consultation, local partnership working, stability of deployment in communities, more refined problem solving approaches based on intelligence and analysis of crime and incident trends and the harnessing of civic involvement in support of community safety
- More clearly defined criteria for call management and deployment with call grading and incident response

- Greater exploitation of technical skills and technology in crime prevention and detection, drawing on forensics, information technology and analytical capability
- Improved communication with better two-way relationships between police and public, the media and potential partner organisations, and the promotion of understanding and ownership of community concerns, including support for victims.

This latest report reinforces these themes within the wider context of policing requirements. In particular, it emphasises the need:

- To interact more effectively with local communities
- To give communities a greater say in policing priorities

It recognises that emerging Community Planning partnership arrangements have the potential to drive a civic renewal agenda, with police as key players, that delivers real and sustainable improvements in community safety. This transcends all elements of policing, but places a particular focus on community officers.

This study emphasises that in developing new models of policing, the service requires to factor in recent developments in NIM, problem solving, partnership working, Community Planning, restorative justice and the emerging warden schemes. All of these will impact on the role of the patrol officer, particularly those in community policing posts who will require to adapt to a new set of competencies as problem solvers, mediators and leaders of community partnerships.

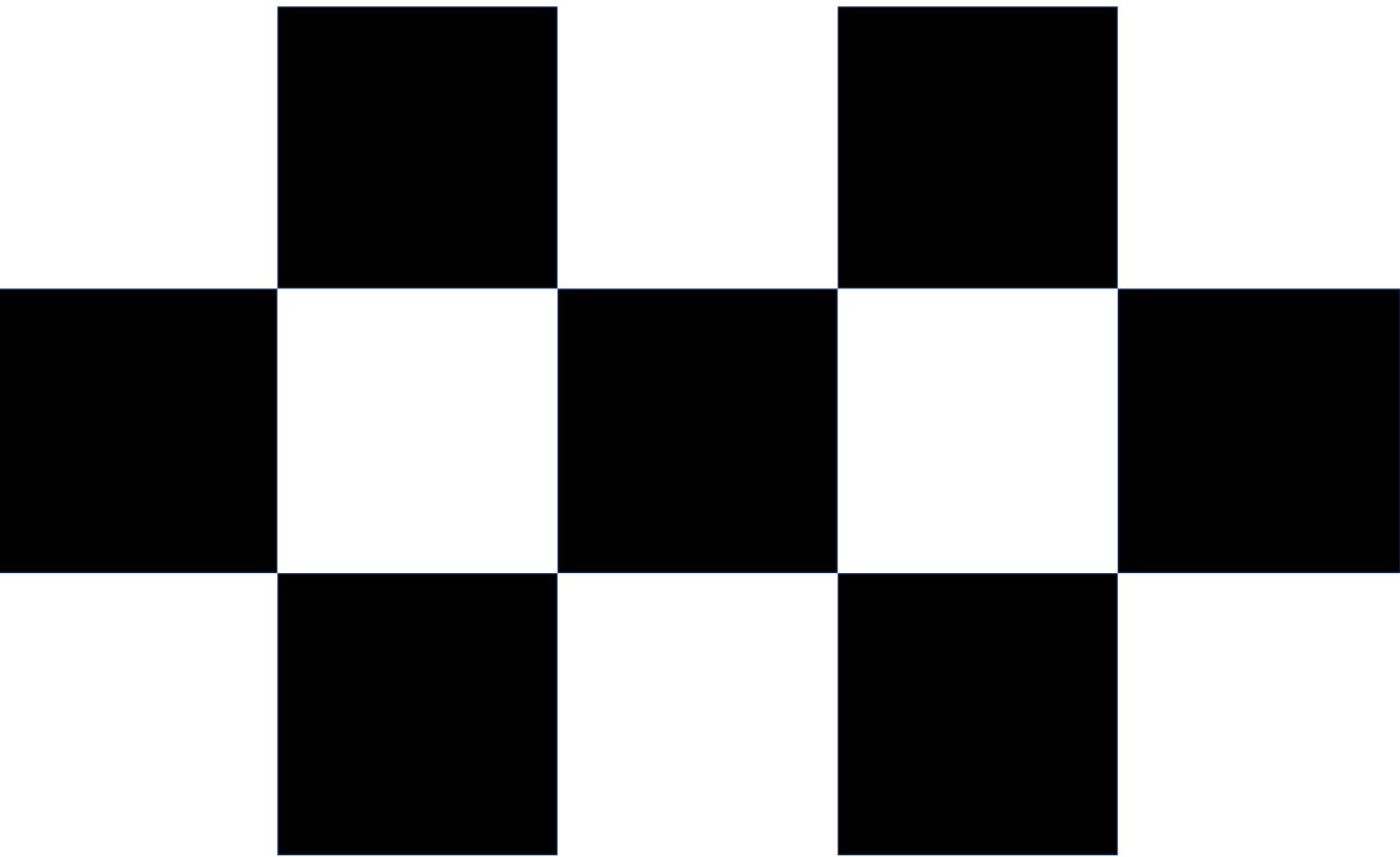
HMIC observes that the 'extended police family' and the notion of a 'mixed economy' of policing' has seen communities south of the border benefiting from neighbourhood teams comprising community police, Police Community Support Officers (PCSOs) and council wardens, harnessing their efforts to improve community safety and reassurance levels. The Grampian Police scheme to develop their traffic wardens towards a community based role is one way ahead for increased use of wardens in Scotland. Council wardens will be on the ground in April 2004 and forces are developing working protocols to ensure effective joint working.

The key relationship in all of this is between the police and the community and how they relate to each other, whether in person, by telephone or other electronic means. Active citizenship, that is, people electing to become more involved with their local police service whether by volunteering as Special Constables or in other support roles, can only serve to enhance that relationship. Responsibility for promoting and sustaining a more cohesive society spreads much wider than the police service, which nonetheless is a key partner in providing appropriate interventions and sustainable solutions to anti-social behaviour in the community. Police involvement with councils and other partners in the areas of housing investigation and citizenship education is evidence of a more joined up approach in this area.

As highlighted by this study, forces are committing considerable time and effort towards the proactive management of the media and the marketing of a public reassurance message. Forces are becoming more proficient at engaging with the media to promote local initiatives and national campaigns, with the mutual benefit of positive media management. The popularity and success of factually based police television programmes presents the service with an opportunity to engage with communities at a new level. A television programme, presenting a blend of facts, advice and human interest stories, would provide sufficient entertainment value for audiences and a solid platform for promoting community safety and public reassurance.

The issues presented in HMIC's Inspection on Community Engagement provide a template for the strategic development of the police service in Scotland. Despite demographic and socio-economic changes, with trends towards more insular and private lifestyles, Scottish society retains high levels of community cohesion. While there are certainly challenges, there is much to build upon; the benefits for enhanced community engagement will be improved relationships between the police and their communities and a better informed public, able to influence policing priorities in their local area.

The realisation of *local connections in policing with the community* is a reassertion of the traditional principle 'that the police are the public and the public are the police'. This has long been rooted in the ethos of policing in Scotland. In a complex and challenging age, it is, however worth recalibrating the policing compass on this simple and worthy concept. The strategic significance of this comprehensive series of studies can be to shape a modern, futuristic, responsive police service for the people of Scotland in a style which effectively addresses and resolves local concerns. This in turn can enhance public reassurance and reduce reactive demands on policing. They are neither soft nor easy options, but they call for professional imagination, determination and above all the resolve to sustain consistent responses at many levels as opposed to short term reactions to problems of law and order or anti-social behaviour.





ISBN 0-7559-0994-1



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