HMICS

HMFSI

Her Majesty's Inspectorate of Constabulary for Scotland supported by Her Majesty's Fire Service Inspectorate for Scotland

A thematic inspection of the development of local police plans and local fire and rescue plans and associated arrangements for local scrutiny and engagement

Contents

1. Executive summary

1.1. The Police and Fire Reform (Scotland) Act 2012 seeks to place local communities at the heart of the provision of police and fire and rescue services. There are three key elements to this:

   1) the designation of a Local Police Commander (LPC) and, for the fire and rescue service, a Local Senior Officer (LSO);
   2) the production of a local policing plan and a fire and rescue plan for each local authority area and approved by the local authority; and
   3) the creation of formal relationships between local authorities and the services.

1.2. This review by HM Inspectorate of Constabulary for Scotland (HMICS), supported by HM Fire Service Inspectorate (HMFSI), provides an early overview of emerging arrangements. There have been two principal aims to the review. Firstly, to provide reassurance that emerging practices are not detracting from the efficiency and effectiveness of the services and, secondly, to begin to develop good practice indicators as a foundation for future inspection and audit activity. The review has drawn on the work of the Scottish Government's Local Scrutiny and Engagement Project and the work of recently appointed National Advisers from the Improvement Service. Their work helped us to identify four local authority areas that broadly represented the arrangements being developed across Scotland. This allowed inspection resources to be focused and minimised the burden to the police and fire services and local authorities at a time of great change. This review should be read alongside *A Collaborative Statement of Good Scrutiny and Engagement*, produced by the Scottish Government and endorsed by COSLA, the Police Service of Scotland, the Scottish Police Authority (SPA), the Scottish Fire and Rescue Service Board, the Improvement Service and others.

1.3. Our review has found that progress is being made in all areas toward the delivery of the three key elements of reform. LPCs and LSOs have been appointed and are working with their respective communities, stakeholders and local authorities to develop interim local policing and fire plans. All local authority areas are developing local scrutiny and engagement arrangements and, while progress is varied, all anticipate having structures in place by 1 April 2013. During our review, we have developed good practice indicators for local scrutiny and engagement as an initial guide to LPCs, LSOs and local authorities in the development of the new arrangements. We will work to develop these indicators over the coming months to support the emerging scrutiny arrangements and to support future inspection and audit activity.

1.4. Overall we have found that the development of local scrutiny and engagement structures is broadly welcomed. In most areas we encountered enthusiasm and interest in the process and there was a general view that these developments offer a real opportunity to take policing and fire services closer to local democracy. It is, of course, too early in the development of these new arrangements to make meaningful judgements on their impact. Our only recommendation is that a more comprehensive review will be required early in 2014 and that we should engage with our colleagues in Audit Scotland over the coming months to discuss how this may take place.

Recommendation: HMICS and HMFSI should engage with Audit Scotland to reach agreement on arrangements to review progress on the introduction of local scrutiny and engagement structures and to consider how this will fit into a wider inspection and audit process that minimises the burden of inspection on service providers.

2. Introduction

2.1. The Police and Fire Reform (Scotland) Act 2012 places communities at the heart of the provision of police and fire and rescue services. The Act sets out the role of local authorities in determining local priorities and objectives for police and fire services and approving and delivering the local police and fire plans in their area. The three key elements from the Act are:

1) the designation of an LPC and LSO with specific delegated authority and devolved resources for each local authority area (sections 44 and 115 of the Act and section 41J of the Fire (Scotland) Act 2005);

2) the production of a local policing plan and a fire and rescue plan for each local authority area, prepared by the LPC and LSO respectively, and agreed by the local authority (sections 47 and 115 of the Act and section 41E of the Fire (Scotland) Act 2005); and

3) the creation of strong formal relationships between local authorities and the services, for example, through local committees or other arrangements deemed appropriate locally, through which many more elected members would play a direct and formal role in shaping local priorities and scrutinising performance (sections 45 and 115 of the Act and sections 41H and 41K of the Fire (Scotland) Act 2005).

2.2. Underpinning these elements, section 32 of the Act sets out the policing principles:

(a) the main purpose of policing is to improve the safety and well-being of persons, localities and communities in Scotland, and

(b) the Police Service, working in collaboration with others where appropriate, should seek to achieve that main purpose by policing in a way which—
   (i) is accessible to, and engaged with, local communities, and
   (ii) promotes measures to prevent crime, harm and disorder.

2.3. The Fire (Scotland) Act 2005, as amended by the 2012 Act, describes the principal fire and rescue functions as promoting fire safety, fire safety enforcement and responding to fires, road traffic accidents and other emergencies and eventualities.

2.4. These key elements and principles formalise and build upon much of the good practice that exists in many Community Planning Partnerships (CPPs) and are articulated through Single Outcome Agreements (SOAs) for each local authority area. In formalising these arrangements, the Act recognised the inconsistencies in partnership and collaboration arrangements identified by the Christie Commission.[1] In support of the aims of the Act, the Scottish Government's *Statement of Ambition*[2] and recently published national guidance[3] seeks to address those inconsistencies by suggesting that CPPs should focus on:

• preventing crime, antisocial behaviour and offending through partnership;
• using a range of information to set shared outcome-based priorities;
• developing effective relationships and networks locally and nationally; and
• promoting continuous improvement through local scrutiny that involves local communities.

In adopting this approach each SOA should both influence, and be influenced by, local police and fire plans.

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[1] Dr Campbell Christie, *Commission on the future delivery of public services* (2011).
[2] Scottish Government & COSLA, *Community Planning Review – Statement of Ambition* (2012).
[3] Scottish Government & COSLA, *Single Outcome Agreements – Guidance to Community Planning Partnerships* (2012).

2.5. LPCs and LSOs have a statutory duty to participate in the community planning partnership for the local area, on behalf of the Chief Constable and Chief Fire Officer. There is also a statutory requirement on the LPC and LSO to include information on community planning in their respective local plans. The Act empowers each local authority to directly influence the delivery of police and fire and rescue functions in their areas, allowing them to request information and reports from LPCs and LSOs, and provides powers to approve local plans. This is to be achieved through the development of local scrutiny and engagement structures which aim to provide the opportunity for more elected members to play a part in shaping the services in their areas. In doing so, the Act aims to strengthen the connection between the services and the communities they serve.

2.6. The legislation does not prescribe the structures and processes required to deliver the three key elements. It is flexible, enabling local authorities and partners to develop arrangements according to local need and providing an opportunity to increase member involvement in both shaping services in their areas and holding them to account. To facilitate the development of local scrutiny arrangements, the Scottish Government introduced a Local Scrutiny and Engagement Project (LSEP), also known as the Pathfinder Project. At the outset, each local authority area was invited to participate either as a pathfinder to develop new working arrangements, or as a networker area that monitored the activity of the pathfinders with a view to using emerging good practice to inform the development of their own arrangements. LSEP has provided support to local authorities and the police and fire and rescue services in planning, trialling and implementing new local arrangements. It has been able to build up a body of evidence-based good practice, which has been brought together into non-statutory guidance about the formal mechanisms for engagement and scrutiny.[4]

2.7. While the LSEP arrangements will be evaluated by the Scottish Government, the proximity of migration to single police and fire and rescue services creates the need for HMICS and HMFSI to assess how these new and emerging arrangements are developing and how they will impact on the effectiveness and efficiency of the delivery of local services. For these reasons, a short joint thematic review of the developing arrangements was proposed by HMICS. The review offers a balanced and open commentary on matters that either contribute to, or detract from, the effeceness and efficiency of police and fire and rescue services.

2.8. This review draws on the work of LSEP and that of recently appointed National Advisers from the Improvement Service. They have had regular contact with all local authority areas to monitor progress in establishing local arrangements and helped us to identify a small number of local authority areas that broadly represent the different types of arrangements being developed across Scotland. This focused inspection resources and minimised the burden to the police and fire services and local authorities at a time of rapid change.

2.9. The review involved interviewing all LPCs and LSOs, as well as a small number of councillors and officials to gather detailed qualitative evidence regarding the emerging arrangements and their impact in specific local authority areas which were representative of scrutiny and engagement models across Scotland. We also carried out a desk-top review of publicly available documents, either supplied by the relevant area or obtained via internet searches.

2.10. The review provides an overview of emerging arrangements and identifies good practice indicators regarding local scrutiny and engagement. These indicators describe

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[4] Scottish Government, *A Collaborative Statement of Good Scrutiny and Engagement* (2013).

behaviour which, if in place, will contribute towards positive outcomes. The indicators are not exhaustive and will be developed over time but, at this early stage, serve as a foundation on which to build. The good practice indicators will also serve as a foundation for future inspection activity. We have included indicators throughout the review (they are brought together at Appendix A) as a guide to LPCs, LSOs and local authorities in the development of new arrangements. We will continue to develop these indicators in the coming months to support the emerging scrutiny arrangements and to support future inspection and audit activity.

2.11. The good practice indicators draw upon previous guidance and reports including Best Value toolkits published by Audit Scotland,[5] overviews of Best Value in police authorities, police forces and fire and rescue services,[6] a report on managing performance in local authorities[7] and LSEP's collaborative statement on good scrutiny and engagement, as well as findings from our review.

2.12. Our findings are set out against each of the three key elements contained in the Act and, where possible, the good practice indicators are described where they are most relevant to that element. We consider, however, that equality issues are relevant throughout and that LPCs and LSOs should work with local scrutiny and engagement committees to ensure that equalities are given due consideration in all activity. Consequently, equality issues are included as integral parts of the good practice indicators detailed in the following sections of this report.

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[5] Audit Scotland's Best Value toolkits are available at www.audit-scotland.gov.uk/work/toolkits/about.php.
[6] HMICS & Audit Scotland, *Best Value in police authorities and police forces in Scotland: Overview report* (2012), available at www.hmics.org; Audit Scotland*, Best Value in fire and rescue services in Scotland: Overview report* (2012).
[7] Audit Scotland, *Managing performance: are you getting it right?* (2012).

3.   Summary of findings

3.1.   Overall, we found that progress is being made in all areas toward the delivery of the three key elements of reform but, because of the tight timescales and the fact that many structures have only been recently established, the body of evidence from which to make meaningful judgements on the effectiveness of local arrangements or on best practice is limited. That said, a great deal of work has been done and no significant issues or concerns have been identified or raised.

3.2.   LPCs and LSOs have been appointed and are working with their respective local authorities to develop interim local police and fire plans for approval before 1 April 2013. In addition, 353 ward plans are being developed by local policing teams to reflect localised concerns and priorities established through community consultation and engagement. It is then intended that these will inform the priorities of the interim local policing plans. Similar to the police ward plans, each of the 375 fire stations in Scotland will produce a community fire station plan.

3.3.   All local authority areas are developing local scrutiny and engagement arrangements. Progress is varied with some early pathfinder authorities having already set up working arrangements, whereas others are still in the process of establishing structures. However, all anticipate having structures in place by 1 April 2013.

3.4.   Our review has found that the development of local scrutiny and engagement structures is broadly welcomed. In most areas we encountered enthusiasm and interest in the process and there was a general view that these developments offer a real opportunity to take police and fire services closer to local democracy.

4. Key element 1: The designation of Local Police Commanders and Local Senior Officers

4.1. Following the appointment of Chief Constable Stephen House as head of the single service, the territorial policing structure for Scotland was developed. Fourteen local police divisions will cover the 32 local authority areas (Table 1). Each division now has an appointed Chief Superintendent fulfilling the commander role to deliver on the commitment made by both the Chief Constable and the chair of the SPA that local policing will be at the heart of the new service. The majority of the commanders had either been in post in their area for some time or had previously worked in the area. This was welcomed, with many local authority areas expressing the view that a key element to effective partnership working is the knowledge that the LPC has a good understanding of local issues and the area, upon which trust and a good working relationship is based.

4.2. Chief Fire Officer Alasdair Hay has been appointed to lead the single Scottish Fire and Rescue Service (SFRS). Fire and rescue services will be delivered from 17 local areas covering the 32 local authorities (Table 1). Designated Area Managers fulfilling the LSO role have now been appointed in all 17 areas. As with the police, a number had either been in post in their area previously or had worked in a similar role before. The experience of these officers is of value in the areas they serve and will also benefit those newly appointed to such a position.

Table 1: Scottish local authority, police and fire and rescue service areas

Local authority area	Police division		Fire and rescue service local area	
Aberdeen	A	Aberdeen	1	Aberdeen
Aberdeenshire	B	Aberdeenshire Moray	2	Aberdeenshire and Moray
Moray				
Angus	D	Tayside	3	Tayside
Dundee				
Perth and Kinross				
Highland	N	Highland and Islands	4	Highland
Eilean Siar			5	Islands
Orkney Islands				
Shetland Islands				
Stirling	C	Forth Valley	6	Stirling and Clackmannanshire
Clackmannanshire				
Falkirk			7	Falkirk and West Lothian
West Lothian	J	Lothian and Borders		
Midlothian			8	East, Midlothian and Borders
Scottish Borders				
East Lothian				
Edinburgh	E	Edinburgh	9	Edinburgh
Fife	P	Fife	10	Fife
Glasgow City	G	Glasgow	11	Glasgow City
East Dunbartonshire				East Dunbartonshire sits with Argyll and Bute and West Dunbartonshire local area
East Renfrewshire			12	Inverclyde and Renfrewshire
Inverclyde	K	Renfrewshire		
Renfrewshire				
Argyll and Bute	L	Argyll and Bute and West Dunbartonshire	13	Argyll and Bute, **East** and West Dunbartonshire
West Dunbartonshire				

East Ayrshire	U	Ayrshire	14	Ayrshire
North Ayrshire				
South Ayrshire				
North Lanarkshire	Q	Lanarkshire	15	North Lanarkshire
South Lanarkshire			16	South Lanarkshire
Dumfries and Galloway	V	Dumfries and Galloway	17	Dumfries and Galloway

5. **Key element 2: The production of a local policing plan and a fire and rescue plan**

5.1. Sections 33-35 of the Act require Scottish Ministers to determine strategic priorities for the SPA, which then inform the SPA's duty to prepare a strategic police plan and the Chief Constable's duty to prepare an annual police plan. The SPA has established interim arrangements to develop its strategic police plan with a draft plan for consultation being prepared during this review. It is expected to be laid before parliament before 1 April 2013.

5.2. Section 47(1) of the Act requires LPCs to prepare and submit a local police plan to the relevant local authority for approval. This should be done as soon as is reasonably practicable after the first strategic police plan for Scotland has been approved.

5.3. Section 47(2) of the Act states the local police plans should:
- set out the main priorities and objectives for policing the local area;
- explain the reasons for selecting these priorities and objectives;
- set out the proposed arrangements for policing the local area;
- where reasonably practicable, identify outcomes against the achievement of priorities and objectives;
- describe how these outcomes, priorities and objectives link to the local community planning process; and
- include any other information the LPC considers relevant.

5.4. The Act further stipulates that the plans should be published in such a form and manner as prescribed by the SPA. A framework document was prepared and circulated to the 14 LPCs in December 2012, setting out the broad contents of the plan but designed to allow the commanders to reflect local circumstances and meet the requirements of the Act.

5.5. While there is no requirement to prepare a local police plan under the Act until as soon as is reasonably practicable after the first strategic police plan (for Scotland) is approved, the new service decided to prepare interim police plans for 1 April 2013 to provide continuity of service at local level. The Chief Constable directed that these should be prepared in draft form by mid-February 2013.

5.6. In addition to local police plans, 353 ward plans are being developed to reflect localised concerns and priorities established through community consultation and engagement. It is intended that these will inform the priorities of the interim local policing plans. A corporate process and template to assist the development and production of such plans was prepared for use by local policing teams. Similarly the SFRS developed a corporate process and local planning framework template.

5.7. At its meeting on 19 December 2012, the SPA approved the arrangements for the preparation of interim local police and ward plans.

5.8. Section 114 of the Act requires that the SFRS must prepare a strategic plan. This plan will set out how the service shall carry out its functions and set outcomes by which the carrying out of these functions can be measured. In developing the plan, the service must have regard to the extant Fire and Rescue Framework for Scotland which provides priorities and objectives for the service over a three-year period.

5.9. Section 115 of the Act requires LSOs to prepare and submit a local fire and rescue plan to the relevant local authority for approval and that this should be done as soon as is reasonably practicable after the first strategic plan for the SFRS has been approved.

5.10. The Act also provides more detail on how local fire plans should:
- set out the main priorities and objectives for the SFRS in the local area;
- explain the reasons for selecting these priorities and objectives;
- set out how the service proposes to deliver those priorities and objectives;
- where reasonably practicable, identify outcomes against the achievement of priorities and objectives;
- describe how these outcomes, priorities and objectives link to the local community planning process; and
- include other such matters relating to the carrying out of the service's functions in the local authority's area as the service thinks fit.

5.11. The development of plans and priorities in each local area are a step towards delivering the vision and strategic direction for not only that area, but each of the national services; their respective authority and board and the Scottish Government. The vision and strategic direction of an organisation is a key Best Value characteristic that would be considered as part of any future review. With respect to these new arrangements, we consider that LPCs and LSOs should also have a clear understanding of the vision of their respective local authority areas and what it wants to achieve for its area and communities to secure high quality services and effective outcomes for local people.

Good practice indicators in the development of plans
The police and fire services and, in particular, LPCs and LSOs should:
- ✓ Support members of local scrutiny and engagement committees to have a good understanding of police and fire performance management frameworks by assisting in the provision of awareness training for members, which includes an appropriate level of training on equalities duties.
- ✓ Work collectively with members of local scrutiny and engagement committees, stakeholders and communities to set local priorities and objectives that are articulated in approved local service plans that are aligned between the SOA, partnership plans, local and national policing plans and focus on place to drive partnership approaches.
- ✓ Maintain an effective working relationship with partners and members.
- ✓ Provide support to members in their role as leaders of Best Value and ownership of the vision, strategic plan and priorities, ensuring their role remains strategic and does not dwell on detailed operational matters.
- ✓ Ensure that plans focus on short, medium and long-term objectives.
- ✓ Ensure that strategic priorities and plans are regularly reviewed by the local scrutiny and engagement committee to ensure that they remain relevant to changing circumstances.
- ✓ Demonstrate a clear commitment to improving equality outcomes that is reflected in local plans, priorities and objectives.
- ✓ Consider the impact on equalities when developing plans, priorities and objectives.

Community engagement: a transparent and consultative approach to local planning

5.12. The development of local policing and fire plans supported by engagement with communities and stakeholders is essential to ensuring the delivery of the priorities outlined in national plans and to the delivery of a key aim of reform, to strengthen local democratic accountability and scrutiny.

5.13. The LPC and LSO have a statutory duty to prepare a police plan and a fire and rescue plan for their area, which should:

- be prepared in consultation with the staff representatives and other interested parties, for the approval of the local authority; and
- incorporate the local priorities and objectives developed with the local authority.

5.14. The aim of the consultation is to make the plans more responsive to public opinion and need at a ward level. Listening to local people and delivering in partnership with them is an essential element of providing appropriate and effective fire and rescue and policing services for our communities. Consultation is crucial to how the services plan and set objectives and is an opportunity for local communities to share their views with the fire and rescue service, police and local authority as to what they see as their policing priorities for the future. When planning and carrying out community engagement activity, LPCs and LSOs should consider how best to coordinate this with other local engagement activity being carried out by partners.[8]

5.15. Our review found that consultation by the police and fire services on the identification and setting of local priorities is occurring in all areas. However, the level of consultation with communities and partners has been variable and is dependent on historic individual force or service approaches to the issue. In areas such as Fife, where good community engagement activity through the 'community engagement model'[9] is already in place and consultation is embedded as business as usual, existing structures are informing ward, local and divisional priorities. We also found evidence of innovative practice in consultation in Edinburgh, where a range of methods were used including street surgeries and joint surveys with local authorities, and in Dundee, where the fire and rescue service has adopted a five-stage engagement model to ensure all main stakeholders and community groups are involved.

Case study: Edinburgh – An example of a multi-faceted consultation strategy
The City of Edinburgh Policing Division sought to create an innovative police plan and priorities that combined a joint strategic assessment, conducted with key partners, with community planning and widespread collaborative engagement and that was cognisant of the need to focus on prevention and 'place' to drive better partnership, collaboration and local delivery.

The engagement process was coordinated through an internal and external communications strategy that was developed in partnership with the local authority to broaden the opportunities for communities to contribute to the development of the plan. This included:

- 'Open Door' community engagement sessions in all six neighbourhood areas enabling members of the public to drop-in and speak to local officers and the LPC to express their views on six key questions. These were informal meetings where those attending could drop in at any time during the two-hour sessions to get information they required, give comments on topics and meet senior police and council officers for one-to-one sessions.

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[8] This was one of a number of key issues for the Police Service of Scotland, the SPA and local authorities to consider under new policing arrangements highlighted in HMICS & Audit Scotland, *Best Value in police authorities and police forces in Scotland: Overview report* (2012)
[9] The Fife community engagement model was commended as a good example of effective practice in HMICS & Audit Scotland, *Fife Constabulary and Fife Police Authority Best Value Audit and Inspection* (2012) and was subject to independent evaluation in Hunter, J. Fyfe, NR. and Brown, DM. *Police Officers' Perceptions of the Operation and Impact of the Community Engagement Model in Fife*, (Scottish Institute for Policing Research, 2011); and Hunter, J. and Fyfe, NR. *Community Perceptions of the Operation and Impact of the Community Engagement Model in Fife* (Scottish Institute for Policing Research, 2011).

- Safer Neighbourhood Teams engaged with communities through street surgeries to allow the direct targeting of members of the public and harder to reach groups. The surgeries were held in public areas such as places of worship, shopping centres, community centres, youth clubs, social work hubs and on high streets. The surgeries involved three questions and around 2,300 individuals took part.
- Fifty stakeholder summits were held with representatives from local businesses, voluntary organisations, health, education and housing to influence the social and economic applicability of the police plan.
- Thirty internal and external briefings sessions for staff.
- Over 800 members of the public contributed to the consultation process via an on-line 'Survey Monkey' facility with another 200 responses to a bespoke partner/business sector survey.
- The division's Central Policing Team engaged with night-time economy, licensing and tourism partners as well as key stakeholders in festivals, events, parliamentary and royal business to create a bespoke set of objectives for the single-ward city centre and its unique demands.

Those that requested feedback were to be provided with copies of the police plan

All survey results were broken down according to the division's 17 ward areas. The results provided a platform for local community policing leads to develop their local ward plans. It was apparent that many of the joint strategic assessment priorities were replicated in local feedback and included antisocial behaviour, drugs, violence and capital events and helped to demonstrate that city priorities are responsive and democratic, giving the plan a unique sense of co-production.

5.16. **We consider that the approach to consultation and planning in Edinburgh, using a variety of methods to engage with a wide cross-section of the community, is an example of good practice.**

Good practice indicators in community engagement[10]
The police and fire services should:
- ✓ Work with members of local scrutiny and engagement committees to develop a shared understanding of the needs of their local communities through involving members in routine engagement.
- ✓ Demonstrate an understanding of the profile and needs of its diverse communities and have processes in place to ensure that the profile is reviewed and updated.
- ✓ Be clear about the anticipated outcomes from any community engagement activity.
- ✓ Consider how best to coordinate this with other local engagement activity being carried out by community planning partnerships ensuring there is a clear approach to consultation, representation and participation.
- ✓ Assist in ensuring a shared understanding of the needs of different communities and that they are included in developing a local vision, setting priorities and shaping services.
- ✓ Assist local scrutiny and engagement committees to ensure community engagement activity is securing improved outcomes for local people.

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[10] Regard should be had to National Standards for Community Engagement available at: http://www.scdc.org.uk/what/national-standards/

6. Key element 3: The creation of strong formal relationships between local authorities and the services – developing local scrutiny and engagement arrangements

6.1. The Act gives a clear role for local government in local service delivery by enabling each local authority in Scotland to directly influence the delivery of police and fire and rescue functions in their areas. The Act, however, is not prescriptive as to the form that local scrutiny and engagement should take. The wording of the Act provides considerable latitude to individual local authorities in terms of their development of structures which are appropriate to local circumstances. It is implicit in requiring the creation of strong formal relationships between the councils and the services through which more elected members can play a direct and formal role in shaping local priorities and scrutinising performance. Although the Pathfinder Project was introduced to assist local authorities to establish such structures, we were concerned that there was a risk that these structures could become too bureaucratic to the detriment of the delivery of efficient and effective police and fire services.

6.2. The key aims of the Pathfinder Project were to support the sharing of developing practice, to assist the development of new arrangements and to determine what further guidance might be required over the longer term. It has so far contributed to emerging structures and the development of *A Collaborative Statement of Good Scrutiny and Engagement* published in 2013. A number of learning network events have been organised by LSEP to support emerging practice, attendance at which has increased significantly as the work develops. The work of LSEP has been transferred to the Scottish Government's Community Safety Unit, to ensure long-term support for post-project implementation.

6.3. LSEP and more recently the Improvement Service National Advisers, have worked with local authorities and by the end of 2012 all 32 local authorities, police and fire services were involved in the project. Local authorities who engaged early with the project are at fairly advanced stages in developing scrutiny and engagement arrangements, with several having established scrutiny committees that have held a number of meetings. Whilst some areas have yet to establish local scrutiny arrangements, work is in progress. Through the monitoring activity of the LSEP and Improvement Service National Advisers, it is anticipated that all areas will have structures in place by 1 April 2013.

6.4. Of the approaches that have emerged to date there are broadly four types of structure developing:
    1. A partnership-led scrutiny model with additional elected members using an existing Safer and Stronger or Community Safety Partnership committee.
    2. A member-led committee with partners and officers invited as non-voting advisers formed as a new committee.
    3. A member-only committee using existing committees such as policy and resources or formed as a new committee.
    4. A full council approach.
Within these structures there are further variations, for example, some may have separate police and fire and rescue committees that fit within one of the categories described. Our review has used these models to focus on a small number of areas to provide a broad overview of these emerging approaches. To illustrate how these committees are working, case studies on each of the four models have been included below.

6.5. Given the specialised nature of many aspects of policing and fire and rescue activity, it is desirable that elected representatives involved in local scrutiny and engagement

forums have as detailed an understanding as possible of the complexities of the challenges which both services face, and also the often multi-faceted nature of the responses which are required. This issue was highlighted in both the overview reports of Best Value in police authorities and police forces, and fire and rescue services. It was therefore refreshing to discover that, in the local authority areas visited during our review, this had been acknowledged and there was a desire on the part of members to better understand their roles. We have highlighted the processes in Highland – on the part both of the police, fire and council – as potentially good practice in this connection.

Case study: Highland – an example of a partnership-led scrutiny model with additional elected members using an existing Safer and Stronger or Community Safety Partnership committee

Local scrutiny of police and fire activity in Highland is developing through the Community Safety, Public Engagement and Equalities Committee. This forum meets in public and had met twice at the time of our review. It comprises 15 elected representatives, the council's Deputy Chief Executive and the Head of Policy and Performance. Other council officials attend as necessary, and the meeting is open to all other councillors to attend and contribute if they wish (although they do not have voting rights). During our interviews with everyone involved with the committee, we were struck by their collective enthusiasm and ambitions for the new scrutiny arrangements. There were many positive comments about the engagement and interest of elected representatives, and their willingness to scrutinise and challenge.

The ability of members to do this effectively is dependent to a large degree upon their having access to relevant and meaningful performance information. We heard that the LPC and LSO have worked with the committee to provide relevant contextual information and commentary which facilitates closer scrutiny. We saw examples of the reports which have been presented to date, and would agree that they would easily facilitate discussion and challenge.

The committee members recognise that this is very much a formative period for local scrutiny and engagement. To help inform the committee's development, members are surveyed by council staff after each meeting. An early issue arising from these surveys was the need for training for members, particularly around effective scrutiny. A training day has been arranged as a response to this which builds upon key issues identified in the recent joint HMICS and Audit Scotland overview report of Best Value in police authorities and police forces. **Seeking feedback from members on the committee's functions and development is an example of good practice.**

Complementary to this, the LPC has initiated a series of briefings for members which have formed part of the two meetings held so far and have been prepared and delivered in collaboration with the LSO. These focused on road safety and hate crime, and were well-received by members. These are complemented by presentations from other local groups which take place outwith the public part of the meeting. One example involved a local voluntary organisation that supports disabled people. Some users of the organisation spoke about their own experiences of discrimination and harassment. Coming on the same day as the police presentation on hate crime, the impact on members was by all accounts significant. Highlighting the personal stories behind the statistics helped members to understand the complexities involved in delivering supportive solutions.

That this is happening indicates a high level of self-awareness on the part of committee members and a desire to perform their new role as well as possible. We commend this approach.

6.6. The Act seeks to ensure that the structures for local delivery of police and fire and rescue functions are better integrated with community planning. Scottish Government and COSLA guidance on SOAs places effective community planning arrangements at the core of public service reform. More specifically, in relation to the 'safer and stronger communities and reducing offending' element of SOAs, partnerships are encouraged to focus on a number of areas arising from the Christie Commission report including:
- preventing crime, antisocial behaviour and offending by developing partnership approaches at a strategic and operational level to deliver better outcomes for individuals and communities; and
- promoting continuous improvement and a culture of transparency which directly involves the public in scrutiny.

6.7. Local scrutiny and engagement arrangements should therefore also focus on community planning and the delivery of SOAs. However, we found that in some areas the emerging scrutiny arrangements were taking the form of new committees with either tenuous or no obvious links to existing community planning structures. This raises some concern as to whether the emerging arrangements will have an impact on the development of wider collaboration in addressing community safety issues.

Good practice indicators in partnership working and community leadership
The police and fire services should work effectively with wider community planning partners and members to ensure clarity about their respective roles, generate added value and maximise the opportunities to deliver better outcomes through prevention, partnership working, performance and leadership. To achieve this, LPCs and LSOs should:
- ✓ Ensure that effective partnership relationships are maintained and that local resources are participating and working effectively with partners to improve outcomes.
- ✓ Ensure that consideration is given to sharing and combining resources between partners.
- ✓ Assist members of local scrutiny and engagement committees to play an active, visible role in partnership activities.
- ✓ Have a clear understanding of what success looks like through clearly defined outcomes, objectives, targets and milestones that they own collectively.
- ✓ Assist local scrutiny and engagement committees in considering all partnership strategies and plans and the monitoring of what is and what is not being delivered.
- ✓ Work with partners to ensure that services are delivered in ways that meet the needs of, and ensure positive outcomes for, the area's diverse communities.

6.8. In the council areas we visited, there was a strong belief that well-informed committees that sat outside the CPP structure would add value through effective scrutiny of local crime and disorder issues that are not normally considered in the wider community safety and CPP meeting arrangements. Such an arrangement (sitting outside, for example, an operational delivery group) was said to be more effective in providing meaningful challenge and democratic oversight of policing and fire services. Whilst this is a desirable approach, there is still scope to develop members' roles in driving partnership activity. This is an area we will seek to revisit in future inspection programmes.

> **Case study: Scottish Borders – an example of a member-led committee with partners and officers invited as non-voting advisers formed as a new committee**
> Scottish Borders has established a Police, Fire and Rescue and Safer Communities Board. This replaces the Safer Communities Strategic Board. There are 12 representatives on the board including seven council members and five from the wider partnership, voluntary sector and local businesses. Scottish Borders was the first local authority area in Scotland to approve a local policing plan as part of the early stages of its development as a pathfinder.
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> The board was established as an advisory group following the governance arrangements that are in place for the council's Audit Committee, which scrutinises the council's corporate governance processes, risk management systems and associated internal control environment. The main role of the board is to scrutinise and review the Scottish Borders police, fire and rescue and safer communities plans and promote continuous improvement. Reporting is focused on performance against local priorities and members provide challenge relating to the content of reports and have made requests for and received additional information in relation to specific issues such as alcohol and domestic abuse. The board also has the ability to agree that the money being allocated by the local authority to the Safer Communities Team is being spent appropriately, that initiatives are worthwhile and providing positive outcomes.
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> The board is part of the wider Community Planning Partnership structure as one of five sub-groups under the Places and Community Theme Group. All groups contribute to the overall Scottish Borders SOA, with the board having a significant contribution to Outcome 9. This evolving partnership approach has brought the police, fire and rescue services and the council's Safer Communities Team together under one reporting structure to the CPP via the Place and Communities Team.[11]

6.9. A key driver for our review has been to identify whether the new arrangements were leading to any duplication of effort and burdensome bureaucracy that could impact the delivery of efficient and effective policing and fire services. At the time of this report, arrangements were not embedded and there was no evidence to support a judgement as to whether local arrangements are having an adverse effect. We do recognise the variations in models of scrutiny and engagement bodies that are being developed and are concerned that in some cases the volume of information presented may diminish effective scrutiny. We felt that this became more of a risk in full council models; however, we were pleased to note that in Dundee the balance so far seems to be right.

> **Case study: Dundee – a full council approach**
> Uniquely in Scotland, the proposed local scrutiny and engagement model for Dundee comprises the full council of 29 elected representatives. Sitting as the Policy and Resources Committee (Police, Fire and Community Safety), members will take a broad overview of all community safety issues affecting Dundee.
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> This approach reflects the structure of all council committees. This sounds cumbersome, but in practice it apparently works well. The key benefit is that all elected representatives are properly sighted on all of the strategic and local issues which affect Dundee, and allows more rapid decision making than other structures.

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[11] For further information about community planning in Scottish Borders, see Audit Scotland, *Community planning in Scottish Borders* (2013).

For community planning purposes, the city is divided into eight local community planning partnership groups. These are coterminous with the eight electoral ward areas, and each group is chaired by a council official. The groups are attended by partner organisations, local community groups, elected representatives and the local police inspector and provide a good, locally focused sounding board structure within which ward-level issues can be discussed and progressed. These groups are part of the broader Dundee CPP, which means that local community planning issues receive oversight from the same elected members who sit on the local scrutiny and engagement group. In addition, the full council sits as the Community Planning Strategic group, thereby delivering a high level of read-across.

The Convenor of the Policy and Resources Committee (Police, Fire and Community Safety) is alert to the risk of very local policing issues beginning to feature on the committee's agenda. While he recognises that these may be important to local people, he is clear that the local community planning partnership groups are the correct forums for consideration of these issues and sees management of the committee agenda in this respect as a key responsibility for him.

Although the committee had only met twice at the time of our inspection, everyone involved was very enthusiastic about its potential. While the elected members were keen to emphasise the importance of democracy and transparency in the committee's operation, the practice is that a part of each meeting is set aside for discussion of policing and fire issues without the public or press present. This enables the LPC to brief elected members on topical issues of concern or interest in more detail than might be possible with a wider audience. For example, the LPC had used this private time at the first meeting to brief members on a series of murders which had taken place in the city. This was very well-received and provided elected members with a high level of reassurance about the continued safety of Dundee and the conduct of police investigations into serious crimes.

6.10. In the HMICS/Audit Scotland overview report, we highlighted that monitoring at a local level needs to be supported by good-quality performance information that is informative and balanced to allow local authorities and the LPC to improve service delivery and outcomes for local communities. Currently, information to local scrutiny bodies is generally provided through performance reports produced using existing force and service performance management tools. We found that the content and quality of current reports for both police and fire was generally considered to be sufficient and no concerns were raised that the process was too bureaucratic. In many areas, the view was that as reports were focused entirely on local issues they were more informative than current reporting at police authorities and joint police boards.

6.11. The National Police Reform Team's Corporate Governance and Development Project is developing a national performance management system to provide an overview of key performance measures. It is anticipated that this will form the basis for a corporate approach to reporting in the future. We note this progress and look forward to its introduction in this important area of business. We will review progress in the future as part of our wider inspection programme.

Good practice indicators in performance management and improvement
The police and fire services should work with partners and members to ensure effective scrutiny arrangements are in place that are supported by good-quality performance information, to allow local authorities, commanders and senior officers to improve service delivery and outcomes for local communities. To assist in this, LPCs and LSOs should:
- ✓ Ensure members of local scrutiny and engagement committees receive regular performance reports, assist in the scrutiny of the information and support appropriate improvement actions.
- ✓ Ensure that performance information includes appropriate outcome-focused equalities measures to inform effective monitoring and scrutiny of the impact of equalities work and can demonstrate improved outcomes for its diverse communities.
- ✓ Monitor the progress and performance of local plans in relation to their contribution to implementation of community plans, SOAs and other relevant partnership strategies and plans.
- ✓ Monitor customer satisfaction, customer response and complaints and provide appropriate statistical information on complaints made about the Police Service in, or the policing of, its area.
- ✓ Ensure that performance reports are sufficiently detailed to allow benchmarking against similar areas and identify good practice in addressing problems.
- ✓ Ensure that performance information is evaluated regularly to facilitate continuous improvement.

6.12. A principal aim of this review has been to ensure that emerging structures and processes did not increase the burden on LPCs and LSOs and impact their ability to deliver efficient and effective operational policing and fire services in their areas. We were conscious that the majority of commanders would have responsibility for a number of local authority areas and demands on their time could increase if local scrutiny meetings became too frequent. All commanders interviewed during our review expressed the view that the number of meetings they expected to attend would not be burdensome. We note the optimism that is being expressed in this regard but as we have noted in North Ayrshire and the Scottish Borders, this is an issue that the Police Service of Scotland, the SFRS and local authorities will need to be aware of as structures and processes develop. This is an area that we will revisit as part of our on-going inspection regime.

Case study: North Ayrshire – an example of a member-only newly established committee
In January 2012, North Ayrshire Council began the process of establishing a 'shadow' Police and Fire Committee (the committee) by becoming a pathfinder. The committee comprises 10 elected members, meets on a quarterly basis and as a committee of the council reports to the full council. The committee deals with strategic matters and receives reports on proactive and preventative initiatives in addition to statistical and performance information.

The committee's links to community planning arrangements in North Ayrshire were considered early in the establishment of the arrangements. Members decided that it would not be appropriate for a council committee to report to the CPP Board, which comprises a wide range of partner agencies, as the committee's remit is specific to

discharging duties of the council in connection with the provision of Police and Fire and Rescue Services only.[12]

The Safer North Ayrshire Strategic Partnership (SNAP) is a Strategic Partnership of the CPP. SNAP is tasked with delivering on the outcomes, actions and indicators relating to the 'Safer' priority within the SOA. The membership and remit of SNAP is wide-ranging and covers all aspects of community safety and is not limited to police and fire and rescue. The committee felt that it was more appropriate in the early stages of its development that SNAP is the body that reports to the CPP Board. There are links, however, in cross-cutting memberships. The chair of the committee is a member of the CPP Board and of SNAP, and the chair of SNAP, a Chief Inspector, is also a representative on or attends all three groups.

The role of a Chief Inspector as the Director of Community Safety is of particular note. Working within the council, the officer has responsibility for the delivery of the Safe and Secure North Ayrshire element of the SOA and has built a strong working relationship with council officials that enable local community safety priorities to be addressed quickly with the right resources. This approach is considered by the council to have made a significant contribution to achieving community safety outcomes for North Ayrshire. Whilst working in partnership in this way is not unusual (similarly close working relationships exist in Borders and West Lothian), the appointment of a police officer as Director of Community Safety is unique. The role requires the officer to attend a number of partnership and council meetings to report on community safety performance. These reports tend to be very similar and there is a risk that no added value is achieved in attending so many meetings. The council are aware of this risk and is monitoring the arrangements for the current shadow committee and good practice elsewhere through the LSEP network.

The fire service structure within North Ayrshire also includes a member of staff who is embedded within the authority. The LSO emphasised the value of this approach which enables the service to engage with and to influence partners and build the relationships that are required to improve outcomes.

Good practice indicators in use of resources
Whilst local authorities and constituent scrutiny and engagement committees have no role in the direction and control of police and fire resources, they can influence the resources of the wider partnership and stakeholders and aim to ensure that their area has access to appropriate levels of resources to address local priorities and achieve objectives. This can be achieved by partnerships as a whole pooling resources or making representations to the relevant national body in an attempt to secure additional funding or support for their area. LPCs and LSOs can support this by providing appropriate information to local scrutiny and engagement committees:
- ✓ To assist in their assessment of how the wider partnership makes use of key resources to deliver objectives and priorities.
- ✓ To assess how local plans are linked and contribute to the achievement of wider community planning objectives.
- ✓ To assess local resource need with a view to identifying appropriate funding and resource opportunities to address local priorities.

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[12] For further information about community planning in North Ayrshire, see Audit Scotland, *Community planning in North Ayrshire* (2013).

> ✓ To identify good practice from across Scotland and beyond to provide opportunities to make best use of resources in addressing local issues.

6.13. A recurring theme during our review was the relationship between local scrutiny and engagement structures and the governance and accountability arrangements provided by both the SPA and the SFRS. We noted a general understanding of the difference between the role of local scrutiny of performance and overall governance and accountability of police and fire services. There was an understanding that responsibility for the latter lay with the SPA and the SFRS. Council officials and elected representatives did express the view that there should be some formal linkages between local and national structures to provide a means for the resolution of any differences or concerns at the local level. However, a majority were of the opinion that local relationships were strong and it would be in only extreme circumstances that a need for an alternative platform to settle disputes would be required. It was felt that regular dialogue between local scrutiny and engagement committees and SPA members could add value to their work and focus at both levels. We understand that at the time of this review, the SPA and SFRS had recognised this as an issue and work was in progress to develop engagement mechanisms between the national and local bodies. The SFRS has decided that its board members will be geographically deployed so as to form links between the 'Body Corporate' and local structures. This arrangement, while intended to build relations and understanding, will not impact on the delegated authority of the LSO. We note these developments and will seek to examine the effectiveness of these arrangements during future inspection activity.

6.14. Local scrutiny and engagement committees will have an important role in monitoring and challenging performance by the police and fire services in their area. Audit Scotland has said, '*Councillors* (as members of the committees) *need to be clear about what their council wants to achieve and how they will monitor and review performance'.*[13] There is however a clear distinction to be made between scrutiny and engagement and governance and accountability. The role of local scrutiny arrangements is to ensure that progress is being made against local priorities and objectives to improve the safety and wellbeing of people in their area. In pursuit of this, the local authority, through its local scrutiny and engagement committee, may monitor and provide feedback to the LPC and LSO on the respective services. In doing so the committee can make its views known and make recommendations for the improvement of the delivery of policing and fire services of its area. We would expect the LPC or LSO in most cases to take account of these views and implement appropriate action.

> **Good practice indicators of local scrutiny and challenge**
> LPCs and LSOs have a duty under section 16(1)(e) of the Local Government in Scotland Act 2003 to co-operate in community planning to improve the safety and well-being of their communities and can ensure they meet their statutory duty by:
> ✓ Working with local scrutiny and engagement committees by developing a shared interest in performance and taking action based on what the performance information is telling them.
> ✓ Ensuring that local arrangements are public-facing, informative and balanced, highlighting successes and clearly identifying where goals have not been achieved.
> ✓ Ensuring that scrutiny and engagement arrangements are clear and are understood by both members and officers.

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[13] Audit Scotland, *Managing performance: are you getting it right?* (2012).

✓ Ensuring that members clearly understand their role and the decisions they are able to make.
✓ Ensuring that the reporting process to local committees has the appropriate level of support to ensure that reports are timely and accurate.
✓ Ensuring that relationships are constructive.
✓ Leading improvements in equalities effectively.

6.15. We have been pleased to discover, regardless of the type of structure, there is a high level of enthusiasm and interest in the development of local scrutiny and engagement structures across Scotland. Elected representatives, particularly those who had previous experience of joint police boards, felt that the more local focus of the forums that was developing, coupled with the slightly less formal atmosphere which seemed to characterise their operation, meant that the subject matter was more relevant to their role as councillors and related to the sorts of issues which concerned their constituents. This was encouraging, as it places an emphasis on local priorities leaving the SPA and SFRS to focus on strategic and corporate issues. However, we would caution that all of this work is at a very early stage of development. A better test will be whether this initial impetus and interest can be maintained over the coming months and years, and there will be merit in a review of progress at some later time.

6.16. The delivery of the three key elements from the Act are critical to the wider success in delivering partnership community safety outcomes for local communities. These have a clear link to the performance of the wider CPP and we consider that any future review should be in conjunction with a wider review of CPP activity. HMICS locus in inspection relates to the Police Service of Scotland and the SPA, and HMFSI to the SFRS. Any future inspection of local scrutiny and engagement will require a more in-depth examination of processes and structures of the relevant local authority area and as such falls outwith the remit of HMICS but falls under the responsibility of the Accounts Commission. HMICS and HMFSI have strong working relationships with the Accounts Commission and over the past three years have completed a comprehensive Best Value Review programme examining the efficiency and effectiveness of Scottish police forces and their respective police authorities and joint police boards as well as Scottish fire and rescue services. We would hope to continue with this positive working relationship examining local scrutiny arrangements. We are aware that Audit Scotland on behalf of the Accounts Commission has recently led a pilot inspection of three CPPs. We would recommend that a more comprehensive review will be required early in 2014 and that HMICS and HMFSI should engage with colleagues within Audit Scotland over the coming months to discuss how this may take place.

Recommendation: HMICS and HMFSI should engage with Audit Scotland to reach agreement on arrangements to review progress on the introduction of local scrutiny and engagement structures and to consider how this will fit into a wider inspection and audit process that minimises the burden of inspection on service providers.

7. Conclusion

7.1. This review has provided a brief overview of progress to date in the delivery of three key elements from the Police and Fire Reform (Scotland) Act 2012. The Act provides considerable latitude to individual local authorities in terms of their development of structures which are appropriate to local circumstances. Four broad types of scrutiny and engagement models have emerged. Our principle aims has been to ensure that these developments were not impacting negatively on the delivery of police and fire services and to develop good practice indicators as a foundation for future inspection activity and as a guide to LPCs, LSOs and local authorities in the development of the new arrangements. These have been included throughout the narrative and will be built upon over the coming months.

7.2. LPCs and LSOs have been appointed and are working with their respective local authorities to develop interim local police and fire plans for approval before 1 April 2013. In addition, 353 ward plans are being developed by local policing teams to reflect localised concerns and priorities established through community consultation and engagement. It is intended that these will inform the priorities of the interim local policing plans.

7.3. All local authority areas are developing local scrutiny and engagement arrangements. Progress is varied with some early pathfinder authorities having already set up working arrangements whereas others are still in the process of establishing structures. We understand from the regular reviews and engagement with local authorities by LSEP and the Improvement Service National Advisers that all areas anticipate having structures in place by 1 April 2013.

7.4. We have been pleased to discover that, regardless of the type of structures, there is a high level of enthusiasm and interest in the development of local scrutiny and engagement structures across Scotland and no significant issues or concerns have been identified or raised. Many practitioners and members are of the opinion that local relationships are strong and effective partnership working is based on the knowledge that the LPC and LSO have a good understanding of local issues and the area. However, as we have highlighted in previous audits and inspections of Best Value, local authorities and the services will need to ensure that effective training, development and support is made available to locally elected representatives so that they can fulfil their scrutiny role effectively.

7.5. We have identified good practice in Edinburgh's approach to community engagement to inform local priorities; in Highland where members are receiving training and being consulted on the developing arrangements; in Dundee where members receive confidential briefings on local operations; and in North Ayrshire where fire and police officers are embedded in the local council.

7.6. There were no indications that the emerging arrangements are having an adverse impact but those charged with leading developments must be mindful of the need to ensure they are working closely with existing partnership arrangements and are adding value to the delivery of SOAs rather than becoming another layer of bureaucracy.

7.7. Regular dialogue between local scrutiny and engagement committees and SPA and SFRS board members will add value to their work. We note the work in progress to develop engagement mechanisms between the national and local bodies.

7.8. The work of LSEP has been critical in establishing the early working arrangements and is vital to future development. We note that this function has transferred to the Scottish

Government's Community Safety Unit, which will ensure the longer term support for post-project implementation.

7.9. At this stage it is too early to make meaningful judgements on the effectiveness of the new arrangements, however, the progress that has been made is positive and encouraging. The *Collaborative statement* and continuous development of good practice indicators alongside the guidance on SOAs and Best Value should be invaluable to all involved in local scrutiny and engagement in ensuring they are delivering successful outcomes for Scotland's communities and will be the foundation for future inspection and audit activity.

Summary of recommendations

Recommendation: HMICS and HMFSI should engage with Audit Scotland to reach agreement on arrangements to review progress on the introduction of local scrutiny and engagement structures and to consider how this will fit into a wider inspection and audit process that minimises the burden of inspection on service providers.

Appendix A

Good practice indicators for local scrutiny and engagement	
Equalities	LPCs and LSOs should work with local scrutiny and engagement committees to ensure that equalities are given due consideration in all activity. Consequently equalities indicators are included as integral parts of the good practice indicators outlined below.
Development of plans	The police and fire services and, in particular, LPCs and LSOs should: • Support members of local scrutiny and engagement committees to have a good understanding of police and fire performance management frameworks by assisting in the provision of awareness training for members, which includes an appropriate level of training on equalities duties. • Work collectively with members of local scrutiny and engagement committees, stakeholders and communities to set local priorities and objectives that are articulated in approved local service plans that are aligned between SOA, partnership plans, local and national policing plans and focus on place to drive partnership approaches. • Provide support to members in their role as leaders of Best Value and ownership of the vision, strategic plan and priorities, ensuring their role remains strategic and does not dwell on detailed operational matters. • Ensure that plans focus on short, medium and long-term objectives. • Ensure that strategic priorities and plans are regularly reviewed by the local scrutiny and engagement committee to ensure that they remain relevant to changing circumstances. • Maintain an effective working relationship with partners and members • Demonstrate a clear commitment to improving equality outcomes that is reflected in local plans, priorities and objectives. • Consider the impact on equalities when developing plans, priorities and objectives.
Community engagement	LPCs and LSOs should: • Work with members of local scrutiny and engagement committees to develop a shared understanding of the needs of their local communities through involving members in routine engagement. • Demonstrate an understanding of the profile and needs of its diverse communities and have processes in place to ensure that the profile is reviewed and updated. • Be clear about the anticipated outcomes from any community engagement activity. • Consider how best to coordinate this with other local engagement activity being carried out by partners ensuring there is a clear approach to consultation, representation and participation. • Assist in ensuring a shared understanding of the needs of different communities and that they are included in developing a local vision, setting priorities and shaping services. • Assist local scrutiny and engagement committees to ensure community engagement activity is securing improved outcomes for local people.
Partnership working and community leadership	LPCs and LSOs should: • Ensure that effective partnership relationships are maintained and that local resources are participating and working effectively with partners to improve outcomes. • Ensure that consideration is given to sharing and combining resources between partners. • Assist members of local scrutiny and engagement committees to play

	an active, visible role in partnership activities. • Have a clear understanding of what success looks like through clearly defined outcomes, objectives, targets and milestones that they own collectively. • Assist local scrutiny and engagement committees in considering all partnership strategies and plans and the monitoring of what is and what is not being delivered. • Work with partners to ensure that services are delivered in ways that meet the needs of, and ensures positive outcomes for the area's diverse communities.
Performance management and improvement	LPCs and LSOs should:
	• Ensure members of local scrutiny and engagement committees receive regular performance reports, assist in the scrutiny of the information and support appropriate improvement actions. • Ensure that performance information includes appropriate outcome-focused equalities measures to inform effective monitoring and scrutiny of the impact of equalities work and can demonstrate improved outcomes for its diverse communities. • Monitor the progress and performance of local plans in relation to their contribution to implementation of community plans, SOA and other relevant partnership strategies and plans. • Monitor customer satisfaction, customer response and complaints and provide appropriate statistical information on complaints made about the Police Service in, or the policing of, its area. • Ensure that performance reports are sufficiently detailed to allow benchmarking against similar areas and identify good practice in addressing problems. • Ensure that performance information is evaluated regularly to facilitate continuous improvement.
Use of resources	LPCs and LSOs can provide appropriate information to local scrutiny and engagement committees:
	• To assist in their assessment of how the wider partnership makes use of key resources to deliver objectives and priorities. • To assess how local plans are linked and contribute to the achievement of wider community planning objectives. • To assess local resource need with a view to identifying appropriate funding and resource opportunities to address local priorities. • To identify good practice from across Scotland and beyond to provide opportunities to make best use of resources in addressing local issues.
Local scrutiny and challenge	LPCs and LSOs should:
	• Work with local scrutiny and engagement committees by developing a shared interest in performance and taking action based on what the performance information is telling them. • Ensure that local arrangements are public facing, informative and balanced, highlighting successes and clearly identify where goals have not been achieved. • Ensure that scrutiny and engagement arrangements are clear and understood by both members and officers. • Ensure that members clearly understand their role and the decisions they are able to make. • Ensure that the reporting process to local committees has the appropriate level of support to ensure that reports are timely and accurate. • Ensure that relationships are constructive. • Lead improvements in equalities effectively.