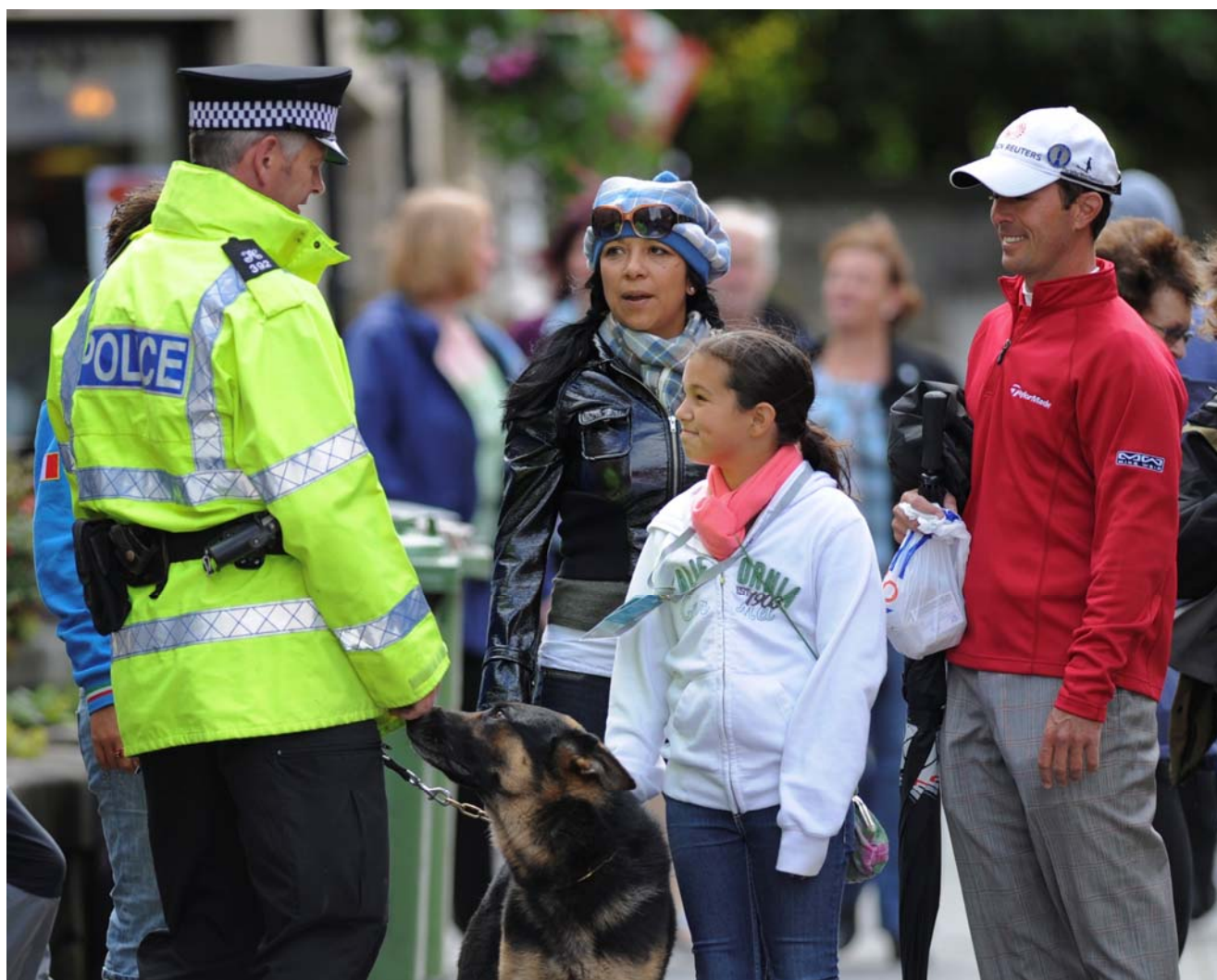# Police and Community Perceptions of the Operation and Impact of the Community Engagement Model in Fife

March 2012

Foreword and Acknowledgements

This document combines two reports produced by the Scottish Institute for Policing Research on the operation and impact of Fife Constabulary's Community Engagement Model, which were published in 2011. The first phase of research examined the perception of community police officers working within the newly established model; the second phase sought to examine the perceptions of those members of the public who participated in the model's engagement meetings.

Overall, in a time of reform and reconfiguration of the Scottish police forces, we hope that this study of one particular community policing model may prove useful in showing good practice, in helping to inform the discussion around the future of local policing in Scotland. It may be cited as follows:

> Hunter, J and Fyfe, N. 2012. Police Officer and Community Perceptions of the Operation and Impact of the Community Engagement Model in Fife. Dundee: Scottish Institute for Policing Research. http://www.sipr.ac.uk/

The authors would like to acknowledge the help of Fife Constabulary in conducting both phases of this research. In particular Deputy Chief Constable Andrew Barker, Chief Superintendent John Pow, Inspector Brian Sinclair, Sergeant Fraser Robb, Community Safety Officer Diane Webster, and the community officers who gave their time and opinions in interviews and who allowed us to observe community engagement meetings in their areas.

We would also like to express our gratitude to all those members of the public who completed questionnaires and participated in interviews.

We would also like to thank Frank Gibson from the Fife Community Safety Partnership for the Map of Fife Policing and Council areas.

Nicholas Fyfe
Director

Janine Hunter
Research Assistant

Scottish Institute for Policing Research
University of Dundee

March 2012

Contents

Executive Summary

Introduction

In 2008 Fife Constabulary introduced the Community Engagement Model (CEM), a new community policing model based broadly on the Chicago Alternative Policing Strategy (CAPS) and its core elements of community engagement meetings, decentralization of responsibility, and the adoption of a problem-solving approach. A dedicated Community Policing Division and specific community policing teams were established across the force area, each area having one or two dedicated community officers who hold regular community engagement meetings at which local priorities are determined, and actions to resolve problems are reviewed.

This report combines the findings of two phases of research into the CEM. Phase one, an examination of *police officers'* perceptions of the operation and impact of the community engagement model, was carried out between January and April 2011. Based on interviews with officers in two adjacent but contrasting case study areas (North East Fife and Levenmouth), this qualitative study provides an insight into officers' perceptions of where and why the CEM is working well and identifies areas where they have concerns.

Phase two, carried out between June and December 2011, sought to examine *community* perceptions of the operation and impact of their Community Engagement Model, again using Levenmouth and North East Fife as case study areas. The part of the report is based on largely qualitative data drawn from observations at 18 CEM meetings, semi-structured interviews with 11 community participants, a self-completion questionnaire for CEM meeting attendees (completed by 130 attendees) and analysis of attendance sheets for seven meetings in eight locations (56 meetings in total) and other Fife Constabulary data.

Police officers' perceptions of the CEM

Based on interviews with police officers in two case study areas (North East Fife and Levenmouth), this study focused on police officers perceptions of the operation and impact of the CEM. As a qualitative study, no claims are made for the representativeness of the findings but the information gathered does provide important insights into officers' perceptions of where and why the CEM is working well but also identifies issues where they have concerns.

The **level of attendance** at community engagement meetings varied between the case study areas (an average of 18 attendees per meeting in Levenmouth and 8 in North East Fife). Officers had some concerns about how attendance figures were interpreted, often feeling under management pressure to increase numbers attending when low attendance might be a reflection of low levels of crime and disorder or success in resolving issues. Officers were also aware that it could be difficult to get a cross-section of the community to attend meetings and that this has implications for the representativeness of priorities identified.

The CEM is viewed as having a very positive impact on **relationships with partner agencies**, with communities (particularly young people) and has improved opportunities for community intelligence gathering. Although some community officers felt that there continued to be a 'them and us' culture in relation to response teams, other officers (both community and response) clearly recognised the value of CEM in helping reduce the workload of response officers by resolving chronic problems.

In terms of future challenges, some officers had concerns about the **long term sustainability** of the CEM in low crime areas and questioned the commitment of scarce resources to keeping the model

running in these areas in its current form. Other concerns were raised about the resilience of the administration of CEM, the impact of abstractions and the role of the Force Call Centre in allocating calls to response rather than community teams and difficulties in the grading of calls when call handlers may have little knowledge of the importance of an issue in a locality.

In terms of **measuring the success** of the CEM, all officers could identify positive outcomes that could be attributed to the CEM (for example in terms of reduced calls for assistance and reduced crime rates) but they also recognised that many of the successes were difficult to measure using existing, largely quantitative, performance indicators.

One of the key challenges for the CEM, which is highlighted by the experience of CAPS, is how to **sustain this approach** in the longer term. A ten year evaluation of the Chicago experience highlighted many positive outcomes but also recognised that support for CAPS among police managers and officers has fluctuated over this period and still not all groups in the city participate in beat meetings. In Fife, the CEM is still relatively new and officers are enthusiastic about the approach and the significant positive achievements so far. Finding ways of sustaining this commitment and enthusiasm, particularly in areas of low crime and disorder, will be one of the key challenges for the future.

Community perceptions of the CEM

This report presents the main findings of this research, which was carried out between June and December 2011. The report is based on largely qualitative data drawn from observations at 18 CEM meetings, semi-structured interviews with 11 community participants, a self-completion questionnaire for CEM meeting attendees (completed by 130 attendees) and analysis of attendance sheets for 7 meetings in four locations.

In terms of **attendance** at CEM meetings there are a mix of local residents and organisational representatives (such as councillors, members of the local business community etc) and in North East Fife residents slightly outnumber representatives (55% to 45%) but in Levenmouth there is a more marked split (77% residents and 23% representatives). Most participants are aged over 55 and there is a roughly even split in terms of gender in Levenmouth but more women than men appear to attend meetings in North East Fife. In Levenmouth just over a third of attendees went to more than one meeting over the study period and a slightly higher proportion (45%) in North East Fife but there were also notable seasonal fluctuations in attendance. The most common reason for attending a meeting was general interest in what was happening in the community; having a specific issue to raise was mentioned by only a small number of attendees (15% in each area). In interviews most community participants also said they would welcome the presence of other partner agencies at the meetings.

In terms of the **operation** of CEM meetings, a number of different room layouts are used across the different venues but there was a clear preference in the interviews with community participants for non-hierarchical arrangements, such as a circle or semi-circle which people thought would encourage greater interaction. The dynamics of meetings vary from examples of strong community participation in discussions to much weaker community involvement. It would be incorrect to conclude that weak community participation is simply due to the role of the officer, but their skill as a facilitator of discussion via their verbal and non-verbal communication skills is an important factor. Although the main focus of meetings tends to be priority setting it is clear that this is the 'tip of an iceberg' as meetings are also used by the police to provide feedback on force performance and by community participants as a way of sharing community intelligence with the police about local crime and disorder problems.

In **identifying and "resolving" priorities** there is a clear focus in both areas on those signal crimes and disorders which generate most fear, anxiety and anger, such as speeding cars, anti-social behaviour and dog fouling. Interviewees generally felt that there was a consensus among those attending the meetings about the issues that should be identified as priorities. While many of the concerns are similar in both areas there are significant differences in numbers of "resolved" priorities. In Strathkinness in North East Fife, for example, there are three current priorities but no completed or resolved priorities; in Kennoway in Levenmouth there are also three current priorities but 16 priorities listed on the Fife Constabulary website as completed or resolved. However, even priorities labelled as "resolved" by the police may return on a regular basis, indicating that these tend to be long term chronic or "wicked" problems for which there is no "quick fix". Although some of the priorities set at CEM meetings are seen by community participants has having been resolved successfully, the use of the terms "resolved" or "completed" may need to be reconsidered given the recurrence of many problems . In addition specific training around the development of a problem-oriented policing approach might benefit local officers in terms of looking to develop long term solutions to particular problems. Also, it is important to highlight that as there is no secretarial support at the meetings, there is only limited scope to record and report the full business of a meeting. As a result, the information contained on the website largely focuses on the priorities and may be a poor reflection of the work of community officers at CEM meetings. As officers are unlikely to have the time or capacity to write notes from meetings, a civilian note taker, as used in Chicago, may be a solution. From interviews we know that some attendees do take notes at meetings to enable reporting back to the groups they represent, but these are not currently available in the public record.

In terms of the wider impact of the CEM on **police-community relations**, interviewees were very positive about the role of the CEM in making officers more accessible and getting them to 'see like a citizen'. It was also clear the community participants developed quite an individualized assessment of officers, praising the particular skills and commitment of those specific local officers they had come into contact with. However, where members of the community viewed an officer as being unresponsive to their concerns, there is a danger that is interpreted in a way which discredits the whole CEM approach in the eyes of those individuals.

Overall, in both case study areas, the CEM meetings have clearly become a highly valued mechanism among community participants for engaging with their local police officers. The opportunity to identify local priorities and receive regular feedback on how the police are attempting to tackle these issues has been very positively received and is contributing at a wider level to an improving relationship between police and communities. In terms of **recommendations** for future improvement, there a number of immediate practical issues that could be addressed (such as improvements in the layout of meetings, more information on the website about meeting venues etc). In the longer term, consideration could be given to developing the problem-oriented policing skills of local officers and to better capturing the content and outcomes of meetings on the Fife Constabulary website.

Placed alongside the findings from the first report on the perceptions of police officers of the community engagement model, it is clear from this research with community participants, that the CEM is having a profound and very positive impact on the nature of community policing in Fife. Much like the reassurance policing model introduced into England and Wales, it is encouraging a move towards the co-production of safety in local communities, with communities "cast in a role where they have direct influence upon policing priorities, how these are to be addressed and where possible, are actively involved in dealing with them." (Innes and Roberts, 2008: 242).

Police Officers' Perceptions of the Operation and Impact of the Community Engagement Model in Fife

Scottish Institute for Policing Research
University of Dundee

April 2011

Janine Hunter
Nicholas Fyfe
Donna M Brown

1.1 Introduction and Purpose of the Research

In 2008, Fife Constabulary[1] implemented a new approach to community policing known as the Community Engagement Model (CEM). The CEM is broadly based on the Chicago Alternative Policing Strategy (CAPS), which restructured Chicago policing in the 1990s to focus on small community areas ("beats") with dedicated community officers holding regular beat meetings. A similar arrangement now exists across Fife, with the police holding regular community engagement meetings at a local level. The purpose of these meetings is very much as described in Chicago: they are "the vehicle for grass-roots consultation and collaboration between police and the community"[2] which "provide a forum for exchanging information and a venue for identifying, analyzing, and prioritizing problems in an area."[3]

Commissioned by the Chief Constable of Fife Constabulary, the purpose of this report is to examine the perceptions of Fife officers of the operation of the CEM and its wider impacts and implications. The report is based on qualitative research undertaken between December 2010 and March 2011 which employed one part time research assistant.[2] The focus is on officers' perceptions of the CEM (examining community perspectives was beyond the scope of a project of this scale) and fifteen officers were interviewed in two case study areas (North East Fife and Levenmouth). These interviews included two Community Inspectors, three Community Sergeants, and seven Community PCs. Two response Inspectors and one response Sergeant were also interviewed in order to understand the perceptions of officers' outwith the Community Teams. Interviewees were selected and times arranged by the Communities Policing Division (CPD) and the interviews were held at Cupar and Methil police stations. Copies of the interview schedules are included in Appendix A. In addition, the researchers attended four community engagement meetings.

As a small scale qualitative research project the aim has been to build up an understanding of, and insight into, some of the key issues that officers themselves identify as being important in the operation of the CEM. Given that the project is based on a small number of interviews in two case study areas, no claims can be made for the representativeness of the findings but by highlighting key issues and questions it does provide the basis for further discussion of and research into the operation, impacts and implications of the CEM.

This report is organised into four main sections:

- Setting the Context: Comparing CAPS and the CEM
- The Community Engagement Model and the Study Areas;
- Officers' Perceptions of the Operation of the CEM
- Officers' Perceptions of the Wider Benefits of the Community Engagement Model and future challenges

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[1] National and force findings in 2009-10. In: Her Majesty's Inspector of Constabulary for Scotland: Annual Report 2009/10 (SG/2010/157). HMICS, Edinburgh, 7 October 2010, p. 22. (http://www.scotland.gov.uk/Resource/Doc/925/0105385.pdf. Accessed 22 March 2011).
[2] Skogan, Wesley G. Police and Community in Chicago: A Tale of Three Cities. New York: Oxford University Press, 2006; p. 139.
[3] Ibid., p. 111.
[4] Ibid., p. 13.

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[1] Fife Constabulary serves a compact but diverse geographical area (513 square miles) of approximately 363,400 people; it employs a total of 1,097 police officers and 534 police staff. [1]
[2] In comparison, over a period of more than ten years in Chicago, 80 researchers attended 1079 beat meetings, and surveyed 13,600 officers and 48,500 members of the community.[4]

1.2 Setting the Context: Comparing CAPS and the CEM

> The principles of the Chicago Alternative Policing Strategy are already significantly applied to community policing in Fife. However, developing the element relating to "beat meetings" has the potential to drive the Force's engagement with the public to a new level.[5]

As this quotation from a Fife Constabulary report indicates, the CEM is very much based on the principles of CAPS and although most officers interviewed were aware of this, many said that they would be interested in knowing more of the Chicago experience. As one officer stated:

> *Yes, it's a Chicago thing but what did they do in Chicago? What were their successes? What were their pitfalls? I don't know.*

In order to address this demand and place the CEM in a wider policy context this section briefly outlines key features of CAPS.

In 1993, Chicago began an experimental community policing programme known as CAPS (Chicago Alternative Policing Strategy). At the core of Chicago's community policing programme are three key elements: community engagement; decentralization and problem solving:

- **Community engagement** means developing mechanisms for sharing information with the public and allowing communities to have an input into setting police priorities. In Chicago the means for achieving this are the beat community meetings and each month almost 7000 residents attend 250 beat community meetings across the city. Residents meet with officers who regularly patrol the area, as well as officers from specialist units, and they identify, analyze and prioritise problems in the area, as well as review what has happened with regard to issues raised at the previous meeting. Significantly, attendance is highest in the city's poorest and highest crime neighbourhoods.
- **Decentralization:** community policing typically involves the decentralization of responsibility and authority and in Chicago this was achieved by completely reorganizing the work of the patrol division. Teams of nine officers were established in each beat with a Sergeant to coordinate their activities. These officers are kept in their beat as much as possible and have responsibility for a beat plan which sets out how they will tackle priority problems;
- **Problem-solving:** in Chicago community policing means the public are involved in identifying, prioritising and solving a broad range of chronic neighbourhood problems and the police play a key role in developing partnerships with other agencies to tackle these problems. Indeed, in Chicago CAPS is very much the city's programme rather than just the police department's programme, so all relevant agencies are involved in an effort to support problem solving at a local level.

These key features of community engagement, decentralization and problem-solving have all been developed in Fife through the CEM. It is also important to highlight that when CAPS was implemented, the Chicago police department recognised that this would involve an "expansion of the police mandate"[6], with the police taking responsibility for things that were not always viewed as core police business:

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[5] Fife Constabulary. Alternative Policing Strategy Levenmouth. 28 March 2008, p. 4.
[6] Skogan 2006, p. 179.

One of the consequences of police opening themselves up to the public is that police inevitably get involved in more and different issues than they did in the past. At community meetings, residents complain about bad buildings, noise, and people fixing their cars on the curb, not just about burglary. If police reply "that's not our responsibility" and try to move on, no one will come to the next meeting. [7]

One difference between CAPS and CEM is that in Chicago, the meetings are typically chaired by trained volunteer civilian facilitators.[8] In Fife, the meetings are run by the community PC. Other areas of similarity and difference between CAPS and CEM are set out in Table 1.

Table 1: Comparing CAPS and CEM

	Chicago Alternative Policing Strategy (CAPS)	Fife Community Engagement Model (CEM)
Pilot period begun	April 1993 [9]	October 2008
Full roll out completed	May 1995 [10]	January 2010
Beats	281 [11]	76 [12]
Meetings per year per beat	10 [13]	6 [14]
Meetings per year total	2922 [11]	482 (Feb 2010-Feb 2011) [14]
Ave no. of attendees per month	4219 [11]	356 [14]
Average attendees per meeting	17 [11]	11 [14]

1.3 The Community Engagement Model and the Study Areas

The introduction of the CEM occurred against a background of significant changes in the organisational structure of local government in Fife. After the council elections in May 2007, Fife Council had reorganised to create seven Local Area Committees[15] (see Map). To support this, Fife Constabulary moved to these shared operational boundaries and appointed seven Area Chief Inspectors, indicative of a "strong strategic approach to partnership working, evident from the most senior level through to divisions and local communities."[1]

[7] Skogan 2006, p. 8.

[8] Ibid., p. 128.

[9] The Chicago Community Policing Evaluation Consortium: Wesley G. Skogan, Lynn Steiner. CAPS at Ten: Community Policing in Chicago. An Evaluation of Chicago's Alternative Policing Strategy. April 2004, p. 7.
http://www.northwestern.edu/ipr/publications/policing.html

[10] Wesley G. Skogan, Susan M. Hartnett, Jill DuBois, et al. Public Involvement: Community Policing in Chicago. Institute for Policy Research, Northwestern University, Chicago. September 2000, p. 2.

[11] Chicago Police Department Annual Report 2009:
https://portal.chicagopolice.org/portal/page/portal/ClearPath/News/Statistical%20Reports/Annual%20Reports/2009%20Annual%20Reports/09AR.pdf, p. 49.

[12] Fife Constabulary website. 'Policing Your Area' (www.fife.police.uk), accessed 22 March 2011.

[13] Skogan 2006, p. 149.

[14] Data from Fife Constabulary's CEM Administrator, 2 February 2010

[15] Fife Constabulary. Alternative Policing Strategy Levenmouth. 28 March 2008, p. 7.

[1] National and force findings in 2009-10. In: Her Majesty's Inspector of Constabulary for Scotland: Annual Report 2009/10 (SG/2010/157). HMICS, Edinburgh, 7 October 2010, p. 22. (http://www.scotland.gov.uk/Resource/Doc/925/0105385.pdf. Accessed 22 March 2011).

In 2008, the Communities Policing Division (CPD) was established to deliver the CEM. Staff were recruited or volunteered from existing community policing or response teams. Under each Area Chief Inspector there is a Community Inspector, then a Sergeant for each sub-area who supervises several Police Constables (PCs), with one or two assigned to each 'beat'. One officer commented on the scale of this resource:

> *the commitment force-wide in relation to the size of the community teams – we've got an Inspector,* three *Sergeants; each has a team of* five *or* seven *staff; we also have a dedicated vandalism team. That is a healthy number of bodies – it's a big commitment, ultimately from the Chief Officer which is devolved to station level – that's a lot of staff.*
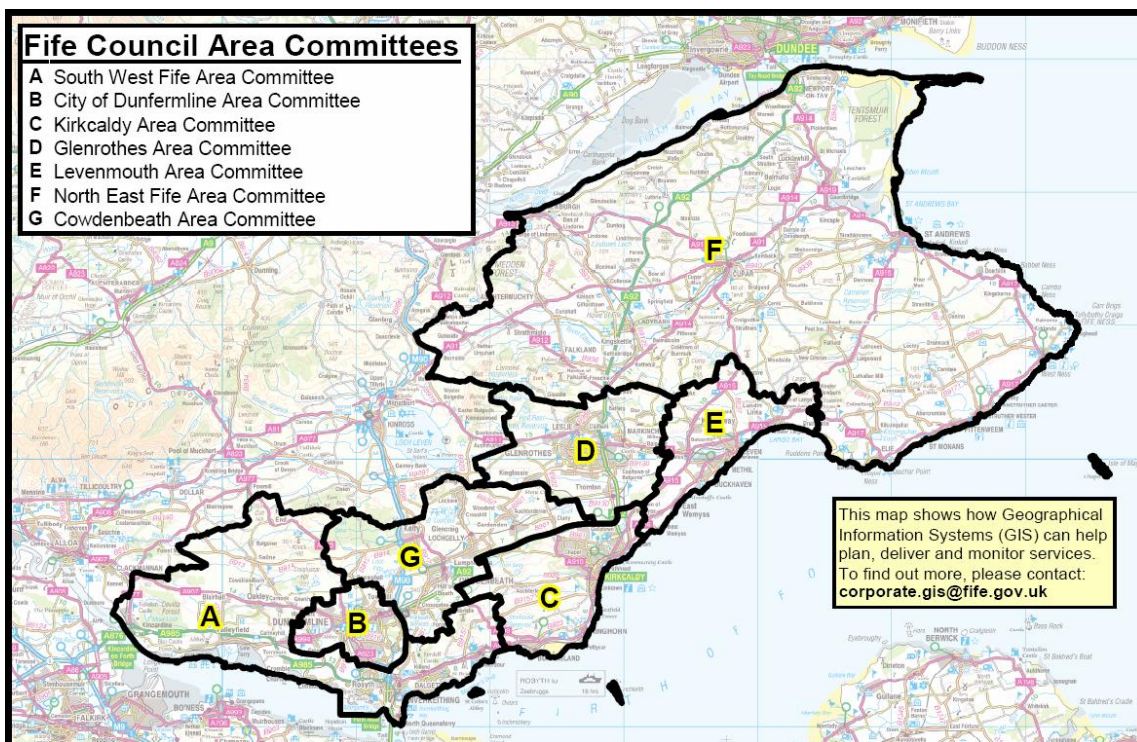
Map: Fife Policing and Council areas

A key feature of this model is holding regular engagement meetings with communities as part of an overall approach which aims to:

> enhance community consultation and engagement with local residents […] addressing their needs and demands […] as well as encouraging them to participate. The Community Officers are responsible for identifying local problems, […] realising solutions, and implementing these through relevant mechanisms. [16]

A summary of the CEM approach is set out in Figure 1.

[16] Fife Constabulary. Alternative Policing Strategy Levenmouth. 28 March 2008, p. 8.

Figure 1: The "cyclical process" of the Community Engagement Model [17]
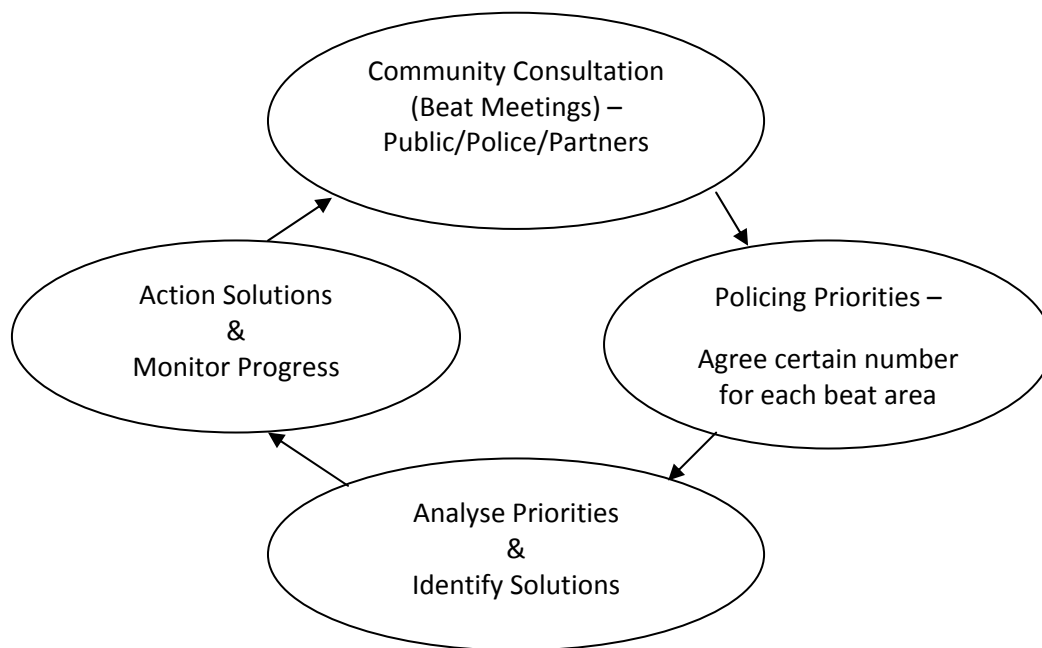
As the pilot site, the CEM first became operational in Levenmouth on 1st October 2008, and was rolled out across the rest of Fife in January 2010.[18] On roll out the pilot structure was maintained across all areas; the CPD plan was that no local variations would be introduced until the model had bedded down, to ensure the delivery of a consistent service across Fife. According to the Fife constabulary website, there are now 157 police officers involved in community policing.[12] Unlike other police teams, local officers' names, photographs, personal biographies and email addresses are given, plus details of the priorities set by the community at community engagement meetings and related actions by the officers.

Case study areas for the research

Following consultation with Fife Constabulary, two case study areas were selected for more detailed study of the CEM: North East Fife (incorporating Cupar, East Neuk and Largo, Howe of Fife, St. Andrews and the Tay Coast) and Levenmouth (which includes Kennoway, Windygates, Leven, Largos & Broom, Methilhill, Lower Methil, Buckhaven, and Wemyss Villages). Physically adjacent to each other, yet diverse in terms of population, size, landscape and socio-economic profile, these areas capture some of the diversity of urban and rural environments found within Fife. Table 2 provides some statistical data indicating the contrasting character of the two areas.

There are also important differences in the recorded crime figures for the two areas. In Levenmouth in 2008-09 there were 7468 crimes made known to the police, equivalent to 2012 per 10,000 of population. In North East Fife in the same year there were 5604 recorded crimes or 743 per 10,000 of population. While in North East Fife crime levels seem to be in decline, in Levenmouth they have remained steady for five years. Recorded crimes in the two areas per 10,000 of the population between the years 2000 and 2009 are shown in Figure 2.

[17] Fife Constabulary. Community Engagement Model: Twelve Month Evaluation report. September 2009, p. 9.
[18] Fife Constabulary Community Engagement Model Levenmouth, Chief Constable's Briefing Paper [Six Month Evaluation], 12 March 2009.
[12] Fife Constabulary website. 'Policing Your Area' (www.fife.police.uk), accessed 22 March 2011.

Table 2: Comparing North East Fife and Levenmouth

	North East Fife	Levenmouth	Fife
Population [19]	75,466	38,004	363,460
% pop SIMD employment deprived [20]	6.7	19.9	13.2
% population SIMD income deprived [20]	8.2	21.9	14.9
% Economically active [21]	63.4	60.5	65.7
% Economically inactive [21]	36.6	39.5	34.3
Ave. gross weekly household income [22]	£526	£355	£455
Recorded crime/10,000 people 2008-09[23]	743	2012	1293
CEM implemented [24]	January 2010	September 2008	January 2010
Beats [12]	19	11	76
CPD officers [12]	22	20	158
Meetings Feb 2010–Jan 2011 [14]	105	50	482
Attendance Feb 2010–Jan 2011 [14]	850	916	5103
Average attendance [14]	8	18	11

Figure 2: Levenmouth and North East Fife: Recorded crimes per 10,000 of population, 2000-2009 [23]
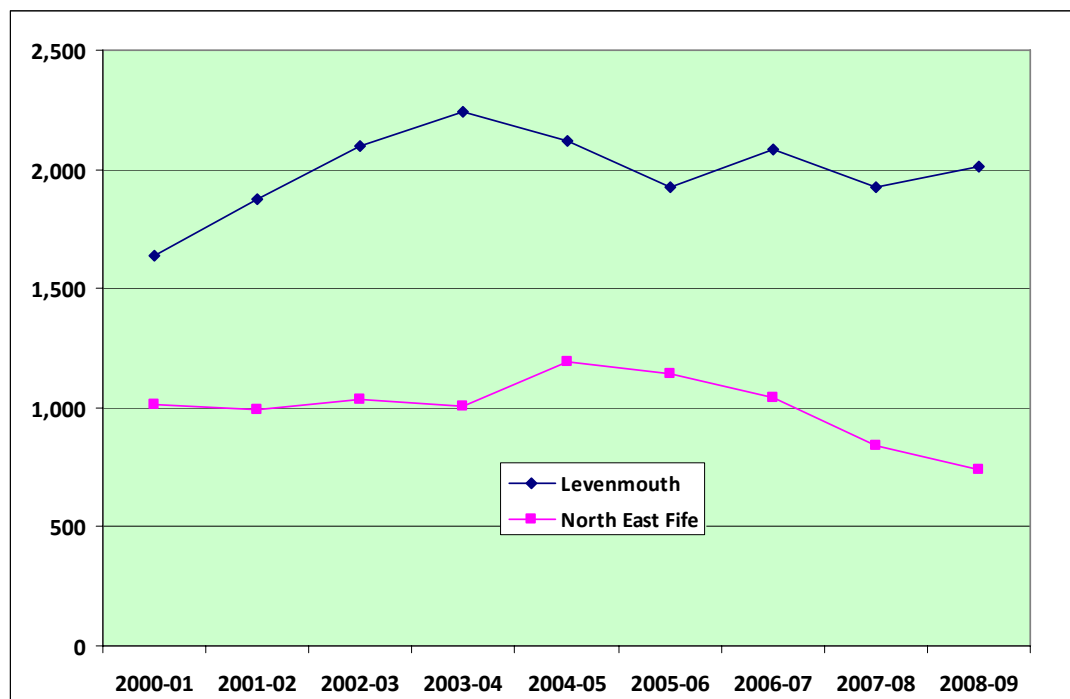
[19] SCOTLAND'S POPULATION 2009: The Registrar General's Annual Review of Demographic Trends. 2010. 155th Edition, SG/2010/95. General Register Office for Scotland, Edinburgh: 6 August 2010.

[20] Scottish Index of Multiple Deprivation: SIMD 2009+1 [2010]

[21] Scotland's Census 2001. General Register Office for Scotland, Edinburgh, 2001.

[22] The KnowFife Dataset (http://www.fifedirect.org.uk/topics/index.cfm?fuseaction=subject.knowfife&subjectid=D37DABB4-D8AA-4F65-B151C13C362411DA)

[23] Fife Constabulary website. Crime Figures (http://www.fife.police.uk/default.aspx?page=1753), accessed 22 March 2011.

[24] Fife Constabulary Community Engagement Model Levenmouth, Chief Constable's Briefing Paper [Six Month Evaluation], 12 March 2009.

[12] Fife Constabulary website. 'Policing Your Area' (www.fife.police.uk), accessed 22 March 2011.

[14] Data from Fife Constabulary's CEM Administrator, 2 February 2010

Based on information about community councils, it is also interesting to note that there appear to be significant differences in the levels of community activism between North East Fife and Levenmouth. According to Fife Council, across Fife there are 103 community councils, 24 (23%) of which are inactive. In the Central Area (including Levenmouth), 47% of community councils are inactive, compared to West Area (including Dunfermline) and East area (including North East Fife), of which only 11% and 17% community councils respectively are inactive. [25]

1.4 Officers' Perceptions of the Operation of the CEM

This section focuses on officer perceptions of three key aspects of the CEM: community engagement meetings, priority setting, and relationships with police response teams and partner agencies.

Community Engagement Meetings

Operation of the meetings

Community engagement meetings are held in the same place and at the same time every second month (January, March, May, etc.) across the force area. At each meeting an attendance sheet is completed, priorities from the previous meetings are reviewed and either agreed as being resolved or further actions are discussed, and new priorities (up to three) identified. The attendance sheet is later faxed to Fife Constabulary's CEM administrator who maintains a database of attendees, to which any new names are added. Attendees then receive an email around two weeks before the next meeting informing them it is imminent (they have to go to the website or contact their officer to get details of when). If an attendee does not have an email address, it is the local Constable's duty to phone them to inform them about the meeting.

Here one officer from each case study area describes a typical meeting:

> I just usually put the seats like that, in a circle. And we'll just sit and chew the fat. There's an agenda we go through – crime figures for the whole of Fife; I'll go through the system mysel' and look at [area] calls, this time last year compared to this year; and say: "well your nuisance calls are down, crime's down…" that's a wee brief overview. With regards to priorities I'll say: "we've done so much speeders, we've done so much foot patrol" and what's ever come out of that…
>
> What we normally do is run through priorities that we've set from the previous meeting, and run through what we've done, and any good news stories in relation to the problems that they've been having. They then get to tell us their opinions on what we've done and what they still find a problem or raise any new issues, and they decide what would be their priorities. Obviously we've got a bit of influence as well if we think there's still more we could be doing.

[25] 'Community Council Secretaries and Chairs 06.12.10' published by Fife Council at http://www.fifedirect.org.uk/)

Once priorities have been set by the community at meetings, the local officers set up a Priority Update form (See Appendix B), where actions to be taken are allocated to an officer (around four actions per priority), several progress updates can be added to each action, and a "disposal" (completion) date given for each action when it is complete.[2] When all actions have a disposal date the priority is judged to be complete and is moved on the website to the completed priorities. Priorities may recur seasonally even when they have previously been resolved. An officer described the process:

> *We look at the priorities we've set and what we think is the best way to go about achieving them. And we put down certain aims: "well, if we do this we can work towards the bigger priority", and we update our Community Support Officer – she updates the website, so we know exactly what we're doing. We want to be out as much as we can; we look at numbers of hours we're doing foot patrol; everything's collated; number of tickets we're issuing and feedback from the public as well.*

Up to three priorities are chosen but other problems raised are not neglected:

> *the fact that three priorities are picked, doesn't mean that we ignore everything else, because if there's an emerging issue that might just affect one family, we can sort that out.*

One difference between CEM and CAPS highlighted in section 2 is that CAPS often uses trained civilian facilitators to chair meetings whereas in Fife it is the local Community Constable. Some of these officers may have received training in how to chair meetings by the time they start running their meetings, although one PC who had been in the post for nine months commented:

> *I haven't yet [been given training]. I've been put down for a Community Constable's course but I haven't had that as yet; I've learned a lot from the other officers I've been working with, cos they've been in it quite a long time, some of them, so I've been learning a lot from them and shadowing what they do. And the Sergeant's been very good in taking me aside and explaining what we need to be doing, what's involved.*

Community attendance at meetings

Figure 3 shows the average attendance levels for the case study sites. In total, from February 2010 to January 2011, 916 people attended meetings in Levenmouth, an average of 153 per meeting month or 18 attendees per meeting. In North East Fife there were 850 meeting attendees for the same period, an average of 121 per meeting month or 8 attendees per meeting. [14]

Many officers were positive about their "turn outs" at meetings and of the range of people that attended them. For example, an officer in North East Fife commented:

> *I've had up to twenty-one members of the public [...] so I personally am quite happy with my turn outs. But it does take a lot of work. I mean, it's taken a year to speak to people in the street, you're constantly speaking to them giving them postcards of when the meetings are; people aren't still completely aware of when the meetings are, but it is getting out there, eh. People are speaking to other people; they're saying "when's your meeting?" or whatever. Word of mouth is definitely happening, like.*

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[14] Data from Fife Constabulary's CEM Administrator, 2 February 2010

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[2] Since the start of the CEM, 287 priorities have been "completed" and there are 188 live priorities. [14]

Another officer listed the range of people in terms of their positions in the community who may attend, plus members of the public who regularly attend:

> *[…] they're coming just to see what's happening. And they always come, even if there's not a problem they come. But that's just a small number that do that. They do, on the whole, support everything that we're doing, and they do come up with ideas that maybe we hadn't thought of as well. I think we maybe had one [local councillor] once when I first came onto the community team, but I haven't had any since then. An Inspector came to one of ours; but generally it's just members of the public. We had a school teacher coming once and we had an initiative to try and get more business owners to come to the meetings. We've had, unfortunately, apologies from two ministers who had other meetings on the same night so couldn't attend but we've managed to change the days of the week, so hopefully they will be coming now to speak to us. And we had a couple that own the post office just coming – not specifically to say any problems they've been having – but just to be a voice for the business community in the area; which is good because they will have different viewpoints and different problems than, maybe, a home owner. We just need to try and get them to keep coming back.*

Figure 3: Average monthly attendance of community engagement meetings in the case study sites [14]
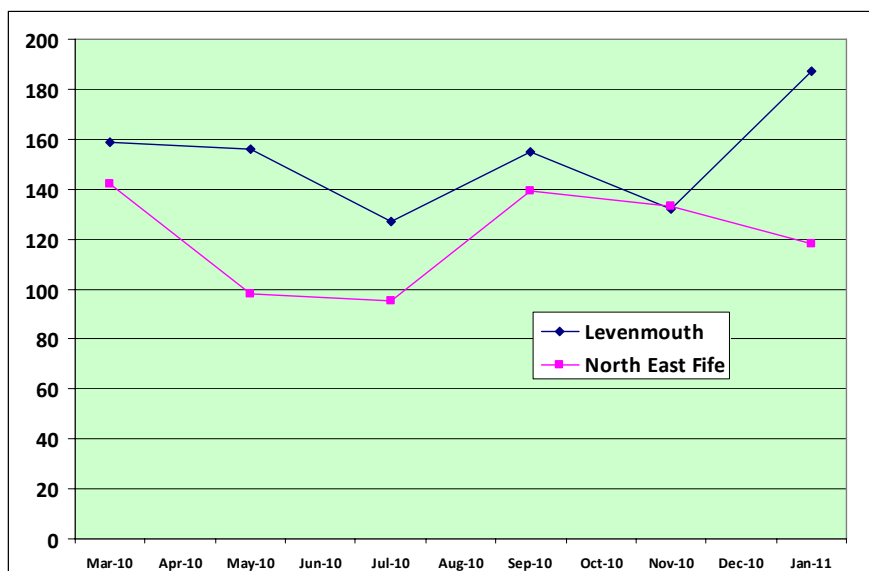
However, in both North East Fife and Levenmouth there were some concerns among officers about meeting attendance. This partly reflected a perception that, as one officer put it, there is "pressure from above" to get as many people as possible to attend meetings. Another also cited pressure from management to market the meetings:

> *We're getting pressure – and it is pressure – to promote it. … it wisnae sold to me like that, I never thought I'd have to phone up people to get them to come to a meeting – it's maybe me just being stubborn but I don't think it's a police officer's job to phone somebody to come to their meeting.*

[14] Data from Fife Constabulary's CEM Administrator, 2 February 2010

The pressure to boost attendance reflected a perception among the officers interviewed that the number of community members attending the community engagement meetings was used as a key indicator of success among the senior management team. However several officers believed that a low turn out should not be seen negatively. It could also be interpreted, they argued, as a sign of community satisfaction with progress in resolving local concerns and previous successes in problem-solving, as one officer explained:

> You've got to be very careful, I think, that the fact that you're not getting a particularly good turn out reflects that there's bad community engagement. We've discussed this at length and…it's not like you're there [a member of the public] for a purpose, like running the Brownies or something, inevitably you only go if at the end of the day you've got a problem to bring to a wider audience. So whilst we started off with quite a big attendance, slowly but surely, despite the same marketing and same phone calls being make by the cops, the uptake isn't as big as it was when we first started it.

One officer from North East Fife also felt that low turn outs were attributable to low crime levels:

> I think the meetings would be really effective if you had an area of high volume crime, but in the area I cover I'm lucky if I get four or five people attending and they're on a regular basis; they come to every meeting we have, and I think that's only because they're linked to the Community Council […] There's no community involvement as such because there's no fear of crime; there's no crime occurring.

This is mirrored in Chicago:

> CAPS involvement was highest in the place that needed it most. […] It was highest in poorer areas […] in the city's most violent, drug-infested neighbourhoods. The bad news is that attendance is driven by crime; the good news is that residents in many of the city's most troubled neighborhoods had a place to go and get help.[26]

Even with a small turn out, however, officers felt there could be a useful exchange of information, as this officer from Levenmouth explained:

> I think the meetings are [effective]; it's really good for members of the public to come and have a voice. I don't know if that's been lost a wee while back, if they thought: "I can't really influence what happens," but the people we have come tend to come every meeting; the difficulty is getting more people to attend. I think maybe if you've not got a specific problem [people feel] there's no point in you attending because there's nothing to say, whereas we do have maybe five or six people who come every time and they let us know what's happening. I think it means quite a lot to them that they're getting told these things that are happening and getting the chance to put their viewpoint across.

However, several officers also felt frustrated at the lack of community involvement in terms of attendees at the meetings and had concerns that the priorities identified therefore only reflected the views of a small group:

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[26] Skogan 2006, p. 56.

I think one of the frustrations, if you like, are that the meetings are not very well attended; those that do attend them are maybe Community Council people anyway. You can either look at it that people aren't attending because they don't have problems, or that meetings are held when a majority of people can't come; but largely speaking, because of the poor attendance, it's very few people in a community that dictate what that community's priorities are.

In relation to the population that we've got; if there's five or ten people there [at the meeting] and there's maybe two thousand people in the area, is it [well attended]? But they're the people we've got coming and telling us their priorities.

As well as the number of people attending the meeting, officers were also aware of the need to reach a representative cross-section of the community and not only (to quote one officer) "professional attenders". Hard to reach groups require extra efforts; for example the elderly may not come to meetings in the evening, so some officers hold meetings at afternoon clubs. For one officer this had the added advantage of increasing the number of meeting attendees:

The [situation with the] elderly is great, they feel that we are providing them with a service but they are actually providing us – they are there in good numbers, and they are also attending the main meeting as well, some of them.

However, some officers felt that certain members of the community would not attend a meeting with the police under any circumstances, as an officer from Levenmouth explained:

There are certain people who would never, ever come to a meeting. It's as simple as that – it's the culture. It's nothing to do with they don't like the police because our community cops in the most deprived areas are very well received by some of the worst offenders in society – there's a rapport there. But would they attend a community engagement meeting? Definitely not.

One other issue relating to attendance mentioned by officers in each area was the occasional presence of more senior officers at meetings. This tended to be viewed negatively by community officers:

People are not stupid – you know I've got a set of stripes on my shoulders; therefore, I am more important in your mind if you have a problem, than that officer sitting next to me. […] These are your community officers, these are the officers we want you to engage with, these are the officers who are going to tackle your problem – no' me.

It's the cops that are there to drive it, they've got the ownership of that area, the people should know them as the person responsible for driving it. And I think if the supervisor is there with the cop at the meetings they're not quite themselves, because obviously they've got management looking over their shoulder. So, in principle I can see where they're coming from, but in practice I don't think it's that great an idea; it's moving away from the principle of the CEM.

Marketing of meetings

The issue of attendance also focuses attention on the importance of marketing engagement meetings within the community. In Chicago, marketing beat meetings was seen as crucial part of the CAPS process. During the first few years of its operation, local officers and the CAPS Implementation Office (which has over 80 staff working on both marketing and administration) used adverts on radio, television and local newspapers, billboards and buses, plus the internet, and "distributed materials to community organisations, libraries, businesses, churches and schools." They conducted targeted mailings, door-to-door visits, sponsored rallies and workshops and attended summer festivals (similar to Fife's Gala days). They also produced "free promotional materials including pens, pencils, rubbers, sticky notes, T-shirts and refrigerator magnets." [27]

The result of these efforts was an increase in awareness from 53% in 1996 to 80% in 1999.[28] However, "involvement had not grown in parallel to program awareness" and the marketing focus shifted to stimulating involvement. They moved away from television advertising which, while being the primary source of awareness, was found to be "particularly unlikely to generate actual involvement." [29]

> What counted most was personal contact. Over time, the cumulative number of Chicagoans who had heard about CAPS or talked about it with another person grew […] This helped sustain overall levels of involvement.[26]

In Fife, as well as the regular e-mails sent to previous attendees, officers put a considerable amount of time and effort into marketing the meetings. One officer described this process in detail:

> *If we do go to calls and they're bringing up an issue we'll obviously deal with it at the time but we'll say to them: "look, if you want to come along to the meeting anyway you could raise that." We go into shops, we take note of their email addresses and their contact telephone numbers, so they'll get emailed from here, and the persons that don't have an email address we'll tend to phone them and say "look, are you aware the meeting's coming up?" We've got word of mouth, and I think there's posters getting made at the moment for the new batch of meetings that are coming; so we'll go into dentists, doctors, shops, places like that and put notices up telling when the meeting's going to be. Previously we had postcards and we hand delivered them to just about every address in the area with contact details and what the meetings are about and stuff like that. I think we've done that twice and one of the cards as well had handy contact numbers, like the council, the roads department.*

As the experience of Chicago indicates, such marketing is important in terms of sustaining community involvement over time. Moreover, officers also recognised the process of marketing meetings also provided valuable opportunities for interacting with the community:

> *I try and drop into as many local functions as I can, I go in the local pubs – catch them when they're relaxed, highlight the functions of the meeting, see if anybody's interested. There's no great issues as such so there's very, very minor local matters [that people raise in those situations] that can probably be done verbally rather than people having to attend meetings.*

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[27] Wesley G. Skogan, Susan M. Hartnett, Jill DuBois, et al, 2000, p. 9.
[28] Wesley G. Skogan, Susan M. Hartnett, Jill DuBois, et al, 2000, p. 6.
[29] Skogan, 2006, p. 111.
[26] Skogan, 2006, p. 137.

Priority setting with the community

A key purpose of the community engagement meetings is setting local policing priorities. In both case study areas, the priorities identified were very similar. In North East Fife the priorities were speeding, dog fouling and anti-social behaviour:

> *I could certainly have predicted two of the three [priorities] that I've got in my area – which is dog fouling and speeding.*

> *The main policing needs: speeding's a big thing, road traffic; obviously anti-social behaviour; it's the same everywhere. So I would highlight these two as the main issues. The third priority at my community engagement meetings – it varies from dog fouling, to parking – but those two always stay the same.*

In Levenmouth too, priorities were most often related to forms of anti-social behaviour, speeding and dog fouling:

> *The priorities obviously change, different areas where we work, but the common links would be youths drinking on a Friday and Saturday night in particular areas; now that the better weather's coming I know for a fact that some of the priorities that came up last year will come up again – motorcycle use, off road motorcycles being driven on paths and through fields – the usual suspects – speeding in streets, speeding outside schools.*

> *Dog fouling comes up quite regularly at the meetings; not really a matter that the police would lead on, but we will act as a conduit to the local councillors and the locality managers to get the wardens in place, to get signs put up, get bins put in…*

Interestingly there is some common ground here between Fife and Chicago. The top five priorities in Chicago included social disorder (which like anti social behaviour includes a range of offences or actions that disturb or disrupt the lives of others), and parking or traffic-related problems. In addition, however, Chicago residents also highlighted drug problems, physical dilapidation and property crime. [30]

Although officers acknowledged that some of these priorities could be seen as being of minor importance, they also recognised that their job was to resolve whichever priorities the communities identified :

> *I genuinely do believe in it [the CEM]. OK, from the serious aspect of solving crimes to […] the minor […] Some people say "put things in perspective", well, these are the things that get people's blood boiling, that directly affect them somehow, otherwise they wouldnae bother to be telling you! Largely speaking, I don't think the general public want to waste your time. So I get a satisfaction out of thinking that I am trying to – I can say hand on heart – that I am trying to do the best I can.*

However, several officers also had concerns about the relationship priorities set and the local demands on policing measured by calls for assistance and whether those identifying the priorities were representative of the community as a whole:

[30] Skogan 2006, p. 169.

It's what the people bring to the meeting. They might say this is a priority, but you could actually look at the calls on the system and think "it's not really a priority". Sometimes it's not a true reflection of what's actually happening in your area, you've got what that one person decides is a priority for their area.

Perceptions of relationships with response teams and partner agencies

Given that the introduction of the CEM involved a significant shift of resources into community policing and some reduction in the resource available to response teams, the local relationship between these two types of policing was an issue that several officers reflected on in the interviews. Several community officers, used the terms "them and us" in describing their relationship with the response teams and indicated that there continued to be a perception among some response officers that community officers were not engaged in 'real police work'. As one community officer from North East Fife said:

My personal feeling is that it's a "them and us" thing. I can only comment on where I'm working, but I think maybe other people agree, that there is a tendency that because we've been taken away from the beat – we're not extras – we've been taken away from them, so they've lost us and I don't think they see that we're doing some of the work that they would be doing. I think they trivialise what we're doing a lot, they belittle the things that we are doing, because we're tackling the crime aspect to it less, and obviously tiddly little things like dog fouling, that's… So you get your ridicule, if you like; they think there's less value in what you're doing compared to their work. And I can see where they're coming from; I'm sympathetic because I've been there, but at the end of the day, this is important.

However, there were also response officers who clearly recognised that already the CEM was having a positive impact on their workload in terms of reducing the number of calls they were having to attend relating to youth disorder :

[I had] some concerns; I mean there was obviously an investment in staff into the community teams, to manage and service the Community Engagement Model, and a number of them were sourced from response. So my concern was always, well, the staff that I give up from response to go to this side; am I going to be able to deal with the response still, with a reduced number of staff? And the ones that had moved into the community teams; are they going to reduce the workload that I've had in response? Which was the theory; and I have to say, yeah, probably it has, to be fair. We don't get the same number of youth calls coming to response; the fact that the community teams have changed their shifts as well, so that there's often community teams on who can respond to any calls that you do get.

More generally, community officers in both areas spoke very positively about the working relationships that have developed with other police teams. In Levenmouth the good relationships within the police station were highlighted:

It's not a "them and us" situation, it's just about balancing demands…. It varies from station to station; it's not just the response team, it's the crime teams and the CID. There are stations where there is a "them and us" situation – but we don't have that here; we work very well together.

Similarly, in North East Fife, community officers spoke positively about their relationships with other groups of officers in the area:

> *I wanted to take a chunk of their [response] work and I believe we have, but I don't know if we've completely sold that […] It used to be community policing was the lazy thing to do, and I think it's far more proactive, everyone sees that's where all the training's going, that's where young, keen ones are going, that's the place to be. So I think there is a bit of envy and you have to watch what the envies are with the different groups and let response teams know that they [community teams] have got to stand outside in the freezing cold sometimes, they've got to do the horrible jobs, and try and sell it.*

> *It's good [working relationships with other teams]. We come back from the meetings and we create tasks, and a lot of that is response officers helping us out, because we're not there 24/7. Obviously the stations are covered 24/7, so if they're going out, helping us with Speedars, helping us with foot patrols in the area; if there's anti-social behaviour, we need to know about it. They tag call cards for us to let us know there is a problem, we will then go back and see the complainer, speak to them and try and get to the bottom of the problem. Which possibly response haven't got time to do these things; we'll address those issues. I can only speak for my station but relationships are really strong in my station, certainly.*

The positive perception of the relationships between community teams and response officers is mirrored by the positive perceptions of relationships with partner agencies. As these quotations indicate, the CEM is seen as having played an important role in bringing the police close together with partner agencies:

> *The police are very joined up now with partner organisations that can assist in sorting problems; not just crime problems but all the associated problems that ultimately lead to the police getting involved. We have a better joined up working relationship now with all our partner agencies – from local councillors, education department which would include the head teachers, primary school teachers, housing, fire service, housing investigation team…we have a contact with everybody.*

> *In terms of the Community Engagement Model and the CPD we really are closer to our partner agencies and sharing information between everybody; all the information that comes in from the cops, from the members of the public, you get a really good idea of where you have to intervene and what the emerging problems are.*

> *If I go into a council building to a certain department my face is recognised, so it's improved my relationships with them, and it's improved their relationships with the police because they have a single point of contact.*

> *Fife Council, especially the housing officers, have been excellent […] the housing investigation team have been very good, the three local councillors I feel are very, very good and we give them monthly updates on what we're doing and you always try and be on the end of the phone for them. One of them's got my mobile phone number to get me outwith work and things like that as well. I think we are also the only ward who have had case conferences with Fife Council so that's working with people in the mental health sphere, housing, the housing associations.*

1.5 Officers' Perceptions of the Wider Benefits of the Community Engagement Model and Future Challenges

This section highlights some of the wider benefits of CEM identified by officers and also indicates some key challenges in terms of the longer term development of the model.

Community relations and problem solving

Officers in both areas felt that community relations have improved under CEM:

> *I think that we get across to them that we are more approachable. It's an opportunity for us to literally be out there and share information, perhaps in a way that we didnae do before.*

> *The main strengths are the public engagement, because you are actually out there – more so than I was during my last community role – the contact with people.*

> *In terms of the strengths, you're close to your community, everybody knows that they can meet the police face to face in their own particular areas on a particular time and day. If they can't make the meeting then they can contact the police by phone or by email and it's a two way process; and it's the same community police officers that are at these meetings. They get to be known by name, and when the community sees their own officers walking the beat they know who they are and what they're up to, and they can get updates at the meeting or in the street.*

In Levenmouth, the CEM appears to have specifically helped in improving relations with younger people. One community officer said:

> *From my own point of view the relationship with the [primary] school I think is really good. I didn't have that before I joined the community [team]; we would go up if there was a call but we would never go up just to show face. So it's good now that the kids know your name, and the teachers will come up and speak to you if there's anything at all that's a problem.*

This is in contrast to North East Fife, where there is only one officer for each area; the areas are geographically larger, and due to abstractions this officer was often looking after colleagues' areas as well:

> *I have three primary schools, I do [visit them] but not as much as I'd like to; just time doesn't really allow. I'd like to do a whole lot more in the schools, but I struggle for the time. But I think you could get a lot out of that, from the children, and trying to get the message to their parents.*

In Levenmouth one officer is responsible for two high schools and has seen a marked improvement in relations between the police and young people in the area:

> *To me there was nothing – a couple of years ago there was nothing at the school. The pupils saw the police as "the polis" – you never talk to them, they lock everybody up; that's because the folk living in this area, they'll pass it down generation. If you can get an officer standing in*

front of 300 at an assembly, talking to them, using the language, putting things over in a way they'll understand.

This in turn has had an impact on relations with the community outside the school:

Being out in the community at night time, you'll see some school kids: "hiya PC [name], how are you doing?"…Or you turn up at a house, and: "its PC [name], how are you doing?" and it calms it right down. Dad's kicking off, but it's "no, no, it's alright Dad; it's PC [name], in you come". And the guys [colleagues] say: "you ken everybody!" Aye, and that's because two years in a school does it. To take that away would be unfair I think, in this area. To take away the only positive light that the police have to influence the next generation, to take that away from this area I think would be wrong.

The CEM was also associated with the use of a more restorative justice approach in how the police interact with young people:

We use restorative justice; I can give you an example. Jim Smith smashes a window, police turn up, charge him. That's it – he's been charged; nothing else happens. If he's under 16 it'll go to the reporter if he's lucky – it depends how many offences that he's had. Ideally, we go for a restorative justice approach, if they've only been in trouble with the law a couple of times, where we can still grasp this child back. What we do is we have a meeting where we have the parents in, but we also have Mrs Smith in whose window got broken. So he gets a chance to see "oh hang on, I chucked a stone through that window, this is who I've affected". And hopefully at the end of it the wee laddie or lassie will say "I'm sorry, I didn't mean to do it, I'll come and cut your grass for you" and try and repair it that way – and nine times out of ten they don't come back to the adverse attention of the police.

In Levenmouth in particular, community officers play a key role in working with young people and partnership agencies, such as the Safer Neighbourhoods Team, on diversionary activities:

along the road there they're talking about making an off road motorcycle track… The guy is talking about starting it again, […] taking these guys to the tracks two or three times a week where they can go and ride bikes off road. So that's another thing that's come off the Community Engagement Model […] We've got a large inflatable five-a-side football pitch that we keep here, and – I don't think they're called the YMCA now – Kinetic it is that run that. That used to be every second Friday – it's a massive thing like, we'd put that out, and the youths would come and play football tournaments. I wish you could see it up cos it's an impressive sight.

Because officers spend more time in their community they can play a role in resolving neighbourhood disputes, which were mentioned by both response and community officers in North East Fife:

Response-wise I would say it takes the heat off neighbourhood problems, a lot of time is wasted in neighbourhood disputes, and we've only got a limited number of response officers and they can get quite quickly tied down with neighbourhood disputes, and as part of the Community Engagement Model and community ownership for the cops, then they take those on. They usually know the people, know the areas and they are better able to assist; so I would say yes, that's a very positive influence for us by taking that away from us.

For certain things you need a single point of contact because it makes it easier for the public and for us. For instance, there's a neighbour dispute in one of my areas which has been going on for five years and it's went to court and there's injunctions against each other… But now, I take it on board so any call that comes in, even if I'm not on duty, will get referred to me and I'll go and speak to them – so that part of it is good. […] There's quite a few things that have come out of it that, if you were on the beat, wouldn't have happened

Officers here act as a single point of contact to resolve problems affecting individuals:

There's a guy who was getting constant bombardment on the side of his house getting vandalised, and I took it upon myself to be a single point of contact with him and that seems to have… We were getting twenty-two calls in the last year and it's went to three this year.

In Levenmouth, this officer credited the CEM's role in resolving both large scale problems and those affecting only individuals:

It depends what you mean by a "major" success, because to Mary Smith, her next door neighbour's dog not crapping on her driveway every day is a major success. To us it's a very small thing but to her it's a huge thing. At the height of this [problem site] we couldn't send in a single crewed officer into that street, because whenever we sent a vehicle in somebody had to stay with the vehicle, because if they didn't it got destroyed. Quite often you would have to send two or three up – two officers to deal with the incident, one to babysit the vehicles. And at that, you'd get gangs of forty youths, out their face on drink wanting to come and have a go with you. The High Schools – we dinnae have the running battles with bairns with sticks that we used to have on a regular basis, so that's improved. But it's all relative; what do you consider a major success? It gets back to old Mary with the dog crapping on her driveway – because we found out who the dog owner is and had a word in his ear "cut it out or else"; Mary's delighted, so…..

One of the benefits of the CEM from the police perspective has been a considerable reduction in the number of meetings officers are expected to attend:

I think it's a good idea [the CEM] – and I tell you why – the number of requests that were made of the police to attend individual meetings […] was calculated and it was quite horrendous the amount of time that was wasted. So this basically pulls everything together when we say to the community – and partners for that matter; these meetings we will definitely attend, that's where you come and we'll provide feedback at the next meeting, this is a one-stop shop. We're not spreading ourselves as thinly as we were before.

In North East Fife due to the large numbers of community councils this may have been a particular advantage:

North East Fife is very much different to the other areas in Fife, with the possible exception of the South West villages. We have five wards; which I think is three more than any other area. We have thirty-five Community Councils and previously we used to administer to each of those Community Councils. Our reputation then was very good, and I had some concern that we were trying to fix something that wasn't broken. But actually the way it's worked is that we now hold – in the five wards – we hold fourteen meetings; sixteen if you include the school and the elderly one here. And those are every two months, whereas previously we were administering to over thirty-five meetings which occurred every month, which was quite

difficult. We didn't attend all the meetings but we certainly had communication with the Community Councils prior to and after each meeting.

Community intelligence gathering

Another benefit for the police has been improvements in community intelligence gathering due to the information exchange facilitated by the engagement meetings. Officers in Levenmouth stated:

The meetings are a good source of intelligence for ourselves; they've maybe set their priorities but they might want to speak to us about something else and we'll say "if you want to wait till the meeting's over, you can come and speak to us and we'll see what we can do." It could be in relation to say, drug dealing, or anti-social behaviour.

If my colleagues are out and they've heard a name getting passed, someone's responsible for a crime – they go through the computer system and they've never heard of it, cos if someone hasn't offended and come to the attention of the police, it won't be on our system. I get an email once or twice a week from different cops: "I've got a first name, what can you gie me lives in that area?" and I'll phone up the staff up there; "description, here's your address, here's your phone number, and here's the number of the granddad too". And nine times out of ten – that's the person they're looking for.

In North East Fife officers had similar experiences:

It's been good in terms of an early warning system. Previously we knew if there was a youth problem because we would see it in the analysis of the amount of phone calls in a certain area. But that's very much "shut the gate after the horse has bolted" sort of stuff. But with the CEM these people soon learn who the Community Constable is and they're telling them if it's starting to happen again.

The councillors also come along to the meeting; and they've obviously been at community council meetings and they'll have information leaked to them about certain people – because people don't automatically come to the police, a lot of people will go to their council representative and tell them. So they come and feed us what they've had at their meeting, so we're getting that information as well. Members of the public come and tell us things as well. Intelligence has increased; we put on community intelligence but it's on the same intelligence system but it's entitled community intelligence so it's easier to search ; and its anything from shops that are selling to underage kids, to areas where youths are hanging out or areas where there's anti social behaviour; so the intelligence side of it has increased considerably.

Future challenges

Sustainability in different areas

Officers in higher crime, higher population density Levenmouth were generally more satisfied with the model; they had greater numbers of people at their meetings and could relate examples where it had helped in terms of crime prevention and reduction. In low crime, rural areas in North East Fife some officers felt it might be more difficult to sustain the engagement meetings and questioned whether it was an appropriate use of resources:

It's definitely different from what I was doing before; enjoying it? At the start of it I did, at this minute in time it's kind of tapered off a bit. There's not a lot happening – I suppose that's a good thing. The areas I've got are not heavy on crime; in fact, there's hardly anything that happens in those areas, so trying to get three priorities from people is like trying to get blood… There's definitely not enough of it [work]; anyone who comes in here and tells you different is lying. The number of calls is down, the number of crimes is down, I listen to the radio and it's maybe just a wee good spell we're going through but certainly that's the case at the moment – it's quiet.

it's been rolled out to an area with little crime and to me you're creating work trying to keep this thing progressed […] What I'm doing right now, I would take that role away and utilise it elsewhere.

Delivering the model in rural settings is also more challenging with the resources available. Limited access to vehicles among community officers, for example, was seen as problematic by an officer working in rural North East Fife and but as a benefit by an officer in urban Levenmouth:

All the vehicle access has been taken away; so your means of getting there is either on foot or if you can borrow a vehicle or use public transport. For me it's a bit of a problem because I'm quite remote.

The good thing is that we don't have a vehicle specifically for the community team, so we walk everywhere that we're going; even if you're going from A to B, you're walking, you're showing yourself, you're meeting members of the public on the way, and people more often than not will speak to you. It would probably take me about fifteen, twenty minutes to get from one end right to the other.

Abstractions
Four officers in North East Fife mentioned abstractions away from the community as being an issue. When asked what could improve the CEM, one officer replied:

Without a shadow of a doubt – more of us! That's the age old one, isn't it? I think to really do it justice, there needs to be more of us, because more often than not I find myself trying to cover not just my own area but other areas as well, and that's quite a regular event really so it kind of dilutes what I'm able to do for my own places. […]Every now and then they take one of us off to go and do a purge on crime […] so there's always secondments that take people away out of what they're doing, so then you've got to backfill and try and keep their place ticking over. So that's made it difficult at times and it has been a struggle and you feel that you're not really doing what you're meant to be doing.

We were primarily utilised for all the events in the summer, so for two months in the summer we were virtually never near our areas so nothing got done, and it was a bit disheartening seeing beat officers in the community. We're not there, so we're saying to the line managers: "can we get someone to do these priorities that we've been tasked with doing, because we're not there". […] So you say to them: "I'm going to go to this meeting in two months time and say I've done nothing!" [Sergeant:] "You cannae say that!" "Well, that's exactly what I've done," I'm going to be honest with them I haven't done anything cos I've not been here.

The role of the Force Call Centre (FCC)
All calls to Fife Constabulary go through the Force Call Centre (FCC) and some community officers raised concerns about the interface between FCC and community teams. For example, one officer stated that sending a response team in the first instance is still the "easy option" when sending a community officer might be more appropriate:

> *It would come into FCC, the call, and it would be up to them to decide who to send. If there's community teams on in that area, then they would be on the resources available to FCC; they would send them. But, the easy option is still to send the response team, and there's still, I think, a need to change some of the attitudes at FCC that the first response is not necessarily the response teams […]*

The officer went on to explain how within the CEM the call grading system may be inadequate:

> *If you imagine the situation: we've got a regular youth problem in an area; a call might come into FCC for which an immediate response is not required, so it would be graded relatively low – but if it's an issue that we've said we're going to be addressing, then that grading may not be appropriate. It may be appropriate for the incident but, because of the public impact, the fact that they've told us that that's one of their priorities, then it takes on a slightly different character. So that's an area that's still developing, and to be fair it's probably difficult at Force level at FCC for them to have an awareness of all the different areas and all the different priorities, so you've then got to rely on the Sergeants picking it up, and say that rather than a standard grade three response, we'll get there sooner.*

Resilience of CEM administration
In Chicago, "The CAPS Implementation Office eventually expanded to a staff of eighty-eight. Each police district had several community organisers and a service coordinator. […] By 1999, the Implementation Office had a budget of about nine million dollars."

In contrast, Fife has one Community Safety Support Officer who is responsible for the 64 areas (plus high schools and a University); each area has up to three priorities with an average of four actions. Updates on priorities and actions are sent to the CEM administrator who edits and updates the website, while also monitoring the frequency of updates from officers and alerting senior officers if regular updates are not received (around every two weeks).

The administrator also maintains the database of attendees to the community engagement meetings and e-mails them when a meeting is imminent.

Due to pressure of time, how many meeting attendees are new and how many have attended previous meetings are not recorded; the administrator estimates that 80% of the attendees have been to a previous meeting.

When asked what could improve the CEM, one officer replied:

> *I think administration of the whole thing. […] the administrator […] does an excellent…an absolutely excellent job. Having a bespoke administration in each area would probably assist – it might not be a single job – it might be combined. The administration is the most difficult; it would take a lot away from me which would let me get out more. […] I have to keep on top of it to make sure that we're getting the updates that my area's covered and that all the*

updates are relevant, so if someone goes in [to the website] they don't want to see the last update being October 2010; they want the last update to be January 2011.

Measuring success

Every officer interviewed could name a success which they attributed to the CEM itself.

What we're doing now that we didn't do eighteen months ago – in terms of community work it's night and day. The CEM allowed us to invest more heavily in that, so that's the beauty of it. I think bi-monthly meetings is probably about right; it's a good mechanism and structured in order to speak with people; [but] I think we need to tweak it an awful lot.

There's certainly been a huge change from your traditional community cop, who before Community Engagement and the change in the roles and responsibilities of community officers were very much soft-side policing, I would say. But now they are dealing much more with crimes that have been highlighted to them that traditionally would have been left much more to the response [...] they are taking more of an ownership of those crimes and importantly identifying and disrupting the activities of the key criminals in their areas. They're gathering intelligence and actually intervening with the individuals that are causing the largest number of problems. So, there's a definite change from what was a traditional, cuddly, community cop to now.

the reduction in crime we're seeing is quite considerable. Just looking at [this station] – the number of calls we receive from the public has dropped by something like eighteen per cent; the number of crimes recorded have dropped by nearly twenty-five per cent – so that's happening but also the community cops are actually taking more on.

More generally some officers felt that many of the model's benefits may be intangible or difficult to measure:

There's hundreds of kids at these schools that will not come to the adverse attention of the police, due to the police being in the school. So that's a couple of hundred less than will get locked up in later life. How you measure that, I don't know.

We're a figures-led organisation – going back to the CID, if they've got five robberies, they've detected four; they're 80% great. That's how we work all the way through. So when community policing comes along and says: "we don't know how many robberies we might have had, had I not been stood outside the bank"...what's the truth of it? This is what we struggle with.

it's not always about how many tickets we get, or how many cars we've stopped, it's about educating drivers; so measurement's quite difficult; it's difficult to measure our success, shall we say.

6. Conclusions

The evidence presented in this report clearly indicates strong support for the CEM among police officers in the two case study areas in Fife. The CEM is viewed as having a very positive impact on relationships with partner agencies, with communities (particularly young people) and has improved opportunities for problem solving and community intelligence gathering. Although some community officers felt that there continued to be a "them and us" culture in relation to response teams, other officers (both community and response) clearly recognised the value of CEM in helping reduce the workload of response officers by resolving chronic problems. More generally, all the officers interviewed could identify positive outcomes that could be attributed to the CEM (for example in terms of reduced calls for assistance and reduced crime rates) but they also recognised that many of the successes were difficult to measure using existing, largely quantitative performance indicators.

The report also highlights some future challenges. Officers had concerns about the long term sustainability of the CEM in low crime areas, particularly in terms of continuing attendance of community representatives at meetings, which suggests that some consideration may need to be given to a more flexible approach to how the model operates in these areas. Other issues raised related to the resilience of the administration of CEM, the impact of abstractions, and the role of the Force Call Centre in terms of allocating and grading calls.

Compared with CAPS, CEM is very much in its infancy, so are there any lessons that can be learned from CAPS in terms of sustaining this community policing model over the long term? Overall, the evaluation of CAPS has revealed some promising trends: recorded crime rates have decreased and there have been improvements in how the majority of Chicagoans rate the police in terms of their responsiveness and performance. But challenges remain: integrating the city's Latino residents into the programme has been difficult and support for CAPS among police managers and officers has fluctuated. Nevertheless, Skogan who conducted the ten year evaluation of CAPS concludes:

> CAPS was intended to be transformational: that is, it was designed to change the way in which the entire department and even city government did its business, and not just special units or even just the police department. It weaves responsibility for problem solving into the daily routine of beat officers and integrates them into the fabric of the community. It created a mechanism by which the public can influence and monitor the work of officers in their neighborhood, and do so in a constructive and collaborative way [...] Immensely popular with the public, community policing has become the routine way in which Chicagoans expect police services to be delivered.[33]

Those involved with the CEM in Fife should clearly take encouragement from this assessment of CAPS which indicates the significant long term potential of this approach to community policing.

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[33] Skogan 2004.

Appendix 1A: Interview Schedules

Interview Schedule for Community Constables

Background
1.   How long have you been a community constable in this area?
     a.   What were your main roles/responsibilities before becoming a community constable?
     b.   Did you volunteer for your current role?
     c.   Did you know this area before becoming a community constable?
2.   Have you received any specific training for your role?
     a.   If yes, has this been useful? Were any aspects of your training not useful?

Perceptions of current role
3.   What would you identify as your main responsibilities as a community officer?
     (E.g. visibility; respond to community needs, consultation and partnership, problem solving etc…)
4.   How much discretion do you feel you have in deciding the day-to-day priorities for policing this area?
5.   How would you describe the balance between the reactive and proactive aspects of your role?

Working with the community
6.   How would you describe the community in this area?
     a.   Have your perceptions of the community changed since you began current role?
     b.   What do you view as the main policing needs of the community and were they what you expected when you began working in this role?
     c.   Which agencies do you work in partnership with (e.g. public sector, voluntary agencies, private sector) and can you give examples of these relationships working well or not so well?
     d.   How do you feedback to partnership agencies?

7.   What are the main challenges associated with community engagement in this area?
     a.   Are community consultation meetings effective in providing a voice for different sections of the community and identifying policing priorities?
     b.   Are there particular groups you feel you should you be engaging with that are hard to reach?
     c.   Do you feel that community consultation meetings address the key issues affecting the community even for harder to reach groups? (E.g. vulnerable adults, young people…)
8.   What other techniques of community engagement do you use? (Seek examples)
     a.   Can you suggest ways that would be useful in informing harder to reach groups of community engagement meetings, or involving them in other ways?

Managing community policing
9.   Can you tell me how your role is supervised and managed?
10.   What performance measures are used to assess your role? Are these appropriate?
11.   What is your perception of the interaction/relationship between community policing and other areas of police activity (e.g. response policing, criminal intelligence etc).

Overall assessment

12. From your perspective, what do you view as the main strengths and weaknesses of the current approach to community policing (provide examples).

13. If you had to identify one thing that would allow you to perform your role more effectively what would it be?

14. Since you became a community officer in this area what would you view as your main successes and what issues still need to be addressed?

Interview Schedule for Community Sergeants/Community Inspectors

Background

1. How long have you been a sergeant/community inspector in this area?
    a. What were your main roles/responsibilities before becoming a sergeant/community inspector?
    b. Did you volunteer for your current role?
    c. Did you know this area before becoming involved in community policing here?

2. Have you received any specific training for your role?
    a. If yes, has this been useful? Were any aspects of your training not useful?

Perceptions of current role

3. What would you identify as your main responsibilities as a sergeant/community inspector? (E.g. visibility, respond to community needs, consultation and partnership, problem solving, etc…)

4. How much discretion do you feel you have in deciding the day-to-day priorities for policing this area?

5. How would you describe the balance between the reactive and proactive aspects of your role?

Working with the community

6. How would you describe the community in this area?
    a. Have your perceptions of the community changed since you began current role?
    b. What do you view as the main policing needs of the community and were they what you expected when you began working in this role?
    c. Which agencies do you work in partnership with (e.g. public sector, voluntary agencies, private sector) and can you give examples of these relationships working well or not so well?
    d. How do you feedback to partnership agencies?

7. What are the main challenges associated with community engagement in this area?
    a. Are community consultation meetings effective in providing a voice for different sections of the community and identifying policing priorities?
    b. Are there particular groups you feel you should you be engaging with that are hard to reach?
    c. Do you feel that community consultation meetings address the key issues affecting the community even for harder to reach groups? (E.g. vulnerable adults, young people…)

8. What other techniques of community engagement do you use? (Seek examples)
    a. Do you think there are other ways that would be useful in informing harder to reach groups of community engagement meetings, or involving them?

Managing community policing

9.   Can you tell me how your role is supervised and managed?

10.   What performance measures are used to assess your role? Are these appropriate?

11.   How do you perceive the interaction/relationship between community policing and other areas of police activity (e.g. response policing, criminal intelligence etc).

Overall assessment

12.   From your perspective, what do you view as the main strengths and weaknesses of CEM? (provide examples)

13.   If you had to identify one thing that would allow you to perform your role more effectively what would it be?

14.   Since you became a sergeant/community inspector in this area what would you view as your main successes and what issues still need to be addressed?

Interview Schedule for Response Team Inspectors

Background

1.   How long have you been in a response team in this area?

2.   What would you identify as your main responsibilities as a response team inspector?

3.   How is the response team structured (and does this differ from the Community teams)?

Perceptions of the Introduction and Implementation of the Community Engagement Model

4.   Were you briefed on the introduction of the CEM before it was implemented in this area?

5.   Before CEM was implemented, did you have any concerns about the impact of the introduction of the CEM on response policing in this area?

a.   What were those concerns?

b.   Have they been realised?

Perceptions of the Impact of the Introduction of the Community Engagement Model

6.   What do you see as the main positive consequences of the introduction of CEM for response policing in this area? (e.g. reduction in work-load, problem-solving, better information sharing)

7.   What do you see as the main negative consequences of the introduction of CEM for response policing in this area? (e.g. increase in work-load, lack of resources)

8.   Are there specific ways in which the interaction between the CEM and response policing could be improved in this area (e.g. perception of communication with management, etc)

Perception of the Impact of the Introduction of CEM on Interactions between the Response Team and the Community

9.   Has the introduction of CEM had any impact on the ways response teams interact with community representatives and partner agencies (e.g. public sector, voluntary agencies, private sector; seek positive and negative examples).

10.   Are there any other things you would like to discuss relating to community and response policing that we haven't covered so far?

Appendix 1B: Example of a Priority Update Form

Priority 2 (5/11/10) – Parking issues on The Road			
Actions to be taken	**Allocated to**	**Progress update**	**Disposal (incl date)**
Action 1 (5/11/10) - Request assistance from traffic wardens to deal with offending vehicles.	PC [name]	Update 5/11/10 - On 05/11/10, traffic wardens carried out high visibility patrol in The Road. During this time, 6 vehicles were traced parking on the pavement. The registered keepers of these vehicles were advised on this occasion. Update 6/1/11 – During the month of December 2010 traffic wardens have spent approx 5 hours in the area of The Road. During this time a number of tickets have been issued in relation to illegal parking at the junction with The Lane. Update 4/2/11 - On 04/02/11 traffic wardens carried out foot patrol in The Road. There were no vehicles parking illegally on the pavement.	
Action 2 (5/11/10) – Regular patrol of the area by community officers.	PC [name]	Update 5/11/10 - On 05/11/10, PC [name] identified a vehicle partially blocking the entrance to The Lane. The driver was advised and instructed to move the offending vehicle. Update 18/11/10 - On 17/11/10, PC [name] carried out foot patrol in The Road. At this time, one vehicle was traced parked illegally. Fixed penalty ticket was issued. Update 6/1/11 – On 5 January 2011 community officers attended The Road and traced 3 vehicles parked illegally outside the Post Office. The registered keepers of all vehicles were advised of the ongoing problem and instructed to move offending vehicles. Update 9/1/11 - On 09/01/2011, PCs carried out foot patrol in The Road. During this time, one vehicle was traced parked across the junction with The Lane. Fixed penalty ticket was issued.	
Action 3 (18/11/10) - Liaise with Fife Council Transportation Services with a view to resolving parking issues.	PC [name]	Update 18/11/10 - On 18/11/10, PC [name] contacted staff at Transportation Services. A review of The Road at its junction with The Lane has been carried out, however, no further line markings are planned for the area. A review is to be carried out of X Road with a view to painting double yellow lines at the traffic lights. Awaiting outcome. Update 6/1/11 – Arrangement has been made with Transportation Services to meet with PC [name] at The Road on 14 January to carry out visual survey. Update 15/1/11 - On 14/01/11, PC [name] met with staff from Transportation Services, Fife Council at The Road. A visual review was carried out and it has been decided to change the 'Keep Clear' markings to a proper junction marking. This will be positioned further out on The Road to enable better visibility for vehicles exiting The Lane. This will also allow for easier enforcement by the police and traffic wardens. It was also suggested that 30 minutes waiting restrictions outside the General Stores for 3-4 vehicles may also assist the problem. The shop owner would need to be consulted in relation to this before any action was taken. In relation to parking issues at the traffic lights outside The Buildings, X Road, no action is to be taken at this time. Update 26/1/11 - In relation to the proposal for 30 minutes waiting restrictions, Fife Council state there would be contact with the shop and residents before this was promoted. There	

| | | would then need to be liaison with the Ward councillors and Road Policing, followed by a report to the Levenmouth Area Committee. It was suggested by residents that the bus stop be removed or moved away from the area, which is suffering from parking problems. Fife Council state this stop is well used and there are no current proposals to alter its location. It was also suggested at the previous consultation meeting the grassy area in Dundee Place be converted into a small car park. PC McGarva has liaised with Fife Council who states the land has not been adopted by Transportation Services. The locality manager has been informed, as any additional parking would need to be funded from a locality budget if it were to happen. It has also been suggested by a resident a permit system may resolve the parking issue. This idea was put to Fife Council who states there are no proposals for such a scheme in the area. | |

Community Perceptions of the Operation and Impact of the Community Engagement Model in Fife

Scottish Institute for Policing Research
University of Dundee

Janine Hunter
Nicholas Fyfe

December 2011

2.1 Introduction, Aims and Methods

In April 2011 the authors published a report, *Police Officers' Perceptions of the Operation and Impact of the Community Engagement Model in Fife*, based on interviews with police officers in two case study sites, Levenmouth and North East Fife. To complement this study, Fife Constabulary requested a further piece of research examining *community* perceptions of the operation and impact of their Community Engagement Model (CEM), again using Levenmouth and North East Fife as case study areas. This report presents the main findings of this research, which was carried out between June and December 2011.

To provide an international comparative perspective, this report includes some references to Skogan (2006) and his studies of the Chicago Alternative Policing Strategy, or CAPS (which the CEM draws inspiration from), and also a study from the Netherlands by Bas van Stokkom (2011), who has conducted research on the "active citizens" who participate in community engagement initiatives established in Rotterdam, Amsterdam and Deventer, as part of a CAPS-style neighbourhood policing trial.

Aims of the Research

The research focused on four key areas:

1. Identifying community participants at engagement meetings, their reasons for participating, their thoughts on those who do not attend, and how participants become aware of the meetings (see section 2, Attendance and Awareness);
2. The dynamics of community engagement meetings, including the impacts of the layout, variations in levels of community participation and information sharing (see section 3, Anatomy of a CEM Meeting);
3. How priorities are identified by the community at engagement meetings and the perceptions of police responsiveness to these issues, particularly in terms of claims around the "resolution" of community concerns (see section 4, Identifying and 'Resolving' Priorities);
4. Community participants' perception of the broader impact of the CEM on the relationship between local police and local communities (see section 5, Police–Community Relationships).

Methods and Data

This largely qualitative study draws on several different sources of data, including observations at CEM meetings, semi-structured interviews with community participants and the analysis of self completion questionnaires by community participants.

Meeting observations
When the CEM was piloted and launched Fife-wide the meetings were deliberately scheduled to occur every second month (January, March, May, July, September, November), and as a result many meetings happen simultaneously – every second month at the same time on the same evening (most often Wednesdays or Thursdays). This concurrence limited the numbers that could be physically observed, and meetings were selected for observation to give a range of rural and urban areas in both case study sites. In total, 18 meetings were observed; six Levenmouth and twelve in North East Fife (see Appendix 1).

Self-completion questionnaires

A questionnaire for Community Engagement Meeting Attendees (see Appendix 5) was handed out at the meetings which we observed. In total 130 questionnaires were completed; 54 from Levenmouth and 76 from North East Fife. While we did not deliberately weight the number of responses, North East Fife has more areas and therefore more CEM meetings, so some weighting towards this larger area occurred naturally.

Semi-structured interviews

At the end of the questionnaires, we invited respondents to volunteer to take part in one-to-one interviews. In total 45 questionnaire respondents volunteered themselves for interview. Within the timescale and resources of the project it was only possible to interview 11 attendees, six in Levenmouth and five in North East Fife, who were purposively selected according to age, gender, and case study site from the 45 people who said they would be willing to be interviewed (see Appendix 3 for details of interviewees). Four of the interviewees were aged over 55, four were aged 40-55, two were aged 25-39, and one was under 25. Seven of the interviewees had attended five or more CEM meetings; four had attended one meeting. Seven interviewees were female, four were male (see Appendix 3 for a list of interviewees). Their names have been changed to ensure their anonymity.

Attendance sheets

At the start of each community engagement meeting the officer hands out an attendance sheet, in order to record the number of people attending and gather their contact information. Attendance sheets from May 2010 to May 2011 (seven meetings) from four randomly selected sites within each case study area (providing data for 56 meetings in total) were analysed to establish the percentage of individuals who repeatedly attended meetings and those that came once or occasionally; and if those attending were residents or were representatives of a particular body.

2.2 Attendance and Awareness

Who attends CEM meetings?

Analysis of attendance sheet data provides a snapshot of one-time or repeat attendance at the meetings. At present no data is gathered Fife-wide as to how many meetings attendees go to; if an attendee goes to more than one meeting they will be counted twice.

From studying attendance sheets in four areas from May 2010 to May 2011 (seven meetings), we found that the percentage of attendees who attended more than one meeting ranged from 20% (in Wemyss Villages) to 77% (in Tayport), with the four areas in North East Fife having a slightly higher percentage of repeat attendees at 45% (compared to 37% in Levenmouth). Out of a possible seven meetings, on average attendees went to 2.2 meetings in Levenmouth and 2.14 in North East Fife (see Table 1). This compares to Chicago where, from surveys over several years, it was found that attendees went to 3.6 meetings on average out of a possible 12 meetings (Skogan, 2006: 119).

Table 1: Meeting attendance May 2010 to May 2011
(Source: From analysis of seven attendance sheets in eight areas; 56 meetings).

Number of meetings attended	No. Individual Attendees	Those attending 1 meeting	Those attending 2 to 7 meetings	% of Attendees who go to more than 1 Meeting	Total Attendance Over 7 Meetings	Average number of meetings attended by individuals
Buckhaven	38	22	16	42%	93	2.45
Kennoway	22	13	9	41%	42	1.91
Methilhill	16	8	8	50%	44	2.75
Wemyss Villages	30	24	6	20%	54	1.80
TOTAL LEVENMOUTH	**106**	**67**	**39**	**37%**	**233**	**2.20**
Auchtermuchty	26	16	10	38%	51	1.96
Cupar	42	31	11	26%	58	1.38
Strathkinness	17	8	9	53%	43	2.53
Tayport	26	6	20	77%	85	3.27
TOTAL NORTH EAST FIFE	*111*	*61*	*50*	*45%*	*237*	*2.14*
TOTAL/ Average both sites	*217*	*128*	*89*	*41%*	*470*	*2.17*

We also looked at the total figures of attendance gathered by Fife Constabulary's CEM Administrator. Looking at the whole of Fife, from February 2010 to November 2011 (part month), 764 meetings took place; for 10 meetings the attendance sheets were not sent to the administrator so it is not known how many attendees there were; excluding those meetings there were 8184 attendees; an average of 11 attendees per meeting. For the case study sites in that period, 265 meetings took place, with 3023 attendees; again, an average of 11 attendees per meeting.

Using this data, Figure 1 shows the number of attendees at CEM meetings in Levenmouth and North East Fife from March 2010 (there were no meetings in Levenmouth in February) to September 2011. This shows the effect of seasonal fluctuations, for example with poorer attendance in July in both sites, and a spike of attendance in North East Fife due to one unusually large meeting linked to the death of a young man in a road accident.

**Total attendance in Levenmouth and North East Fife
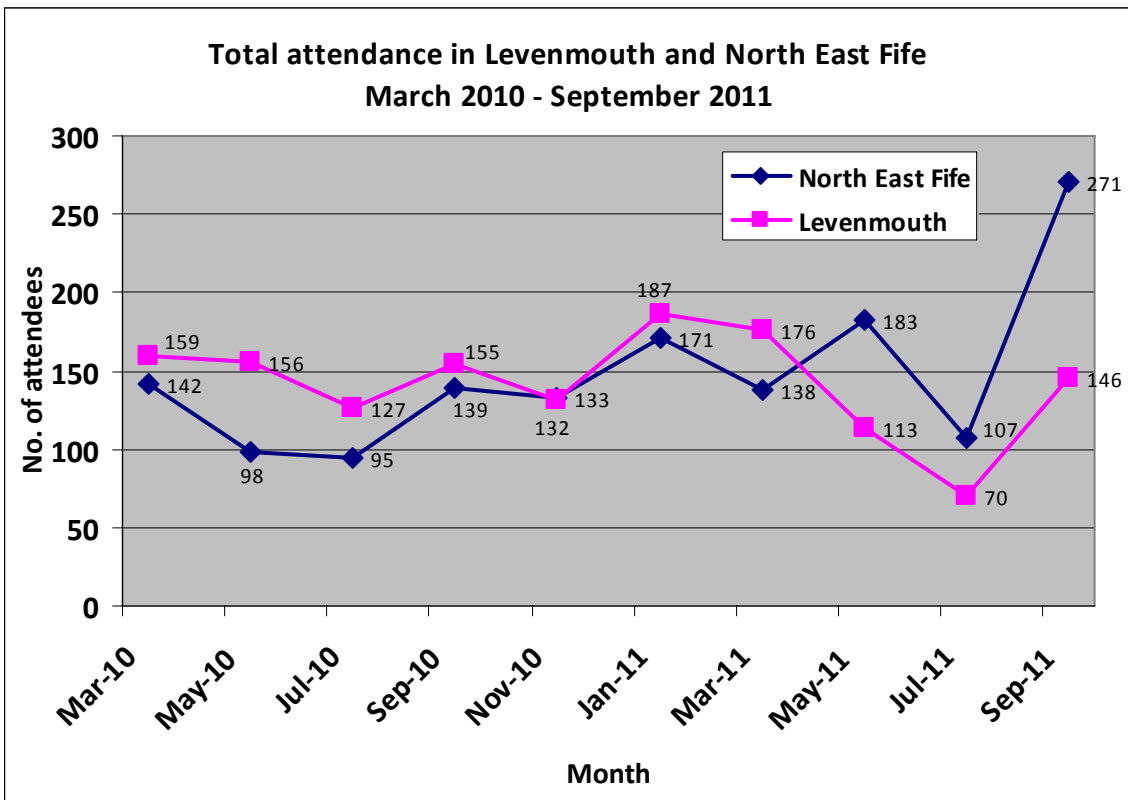March 2010 - September 2011**

Fig. 1: Number of attendees at CEM meetings in Levenmouth and North East Fife from March 2010 to September 2011, showing seasonal fluctuations. Source: Fife Constabulary's CEM Administrator.

All attendees are a mix of local residents and organisational representatives (who may also be local residents but are attending on behalf of an organisation), such as Fife and local community councillors, members of the business community and representatives from local schools. In Levenmouth, the majority of attendees, 77%, were residents and 23% were representatives; in North East Fife 55% were residents and 45% representatives. Figure 2 shows which bodies attendees were representing.
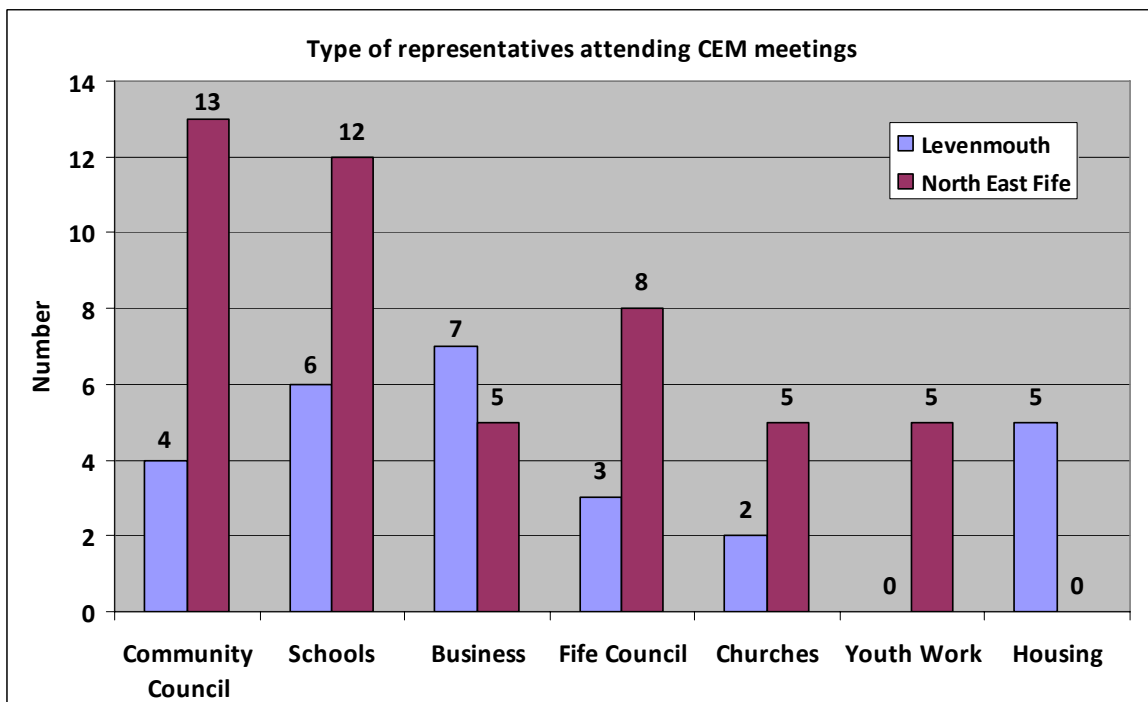

Fig. 2: Type of representatives attending CEM meetings.

(Source: From analysis of 7 attendance sheets in 8 areas; 56 meetings).

From the questionnaire survey distributed to meetings attendees; it is possible to show the profile of community participants in terms of age and gender in both areas (Figures 3a and 3b). In Levenmouth the sexes are evenly represented, but in North East Fife there are a higher proportion of women at the meetings. In terms of age, there were more participants in the over 55 age group than in the three younger age groups put together.
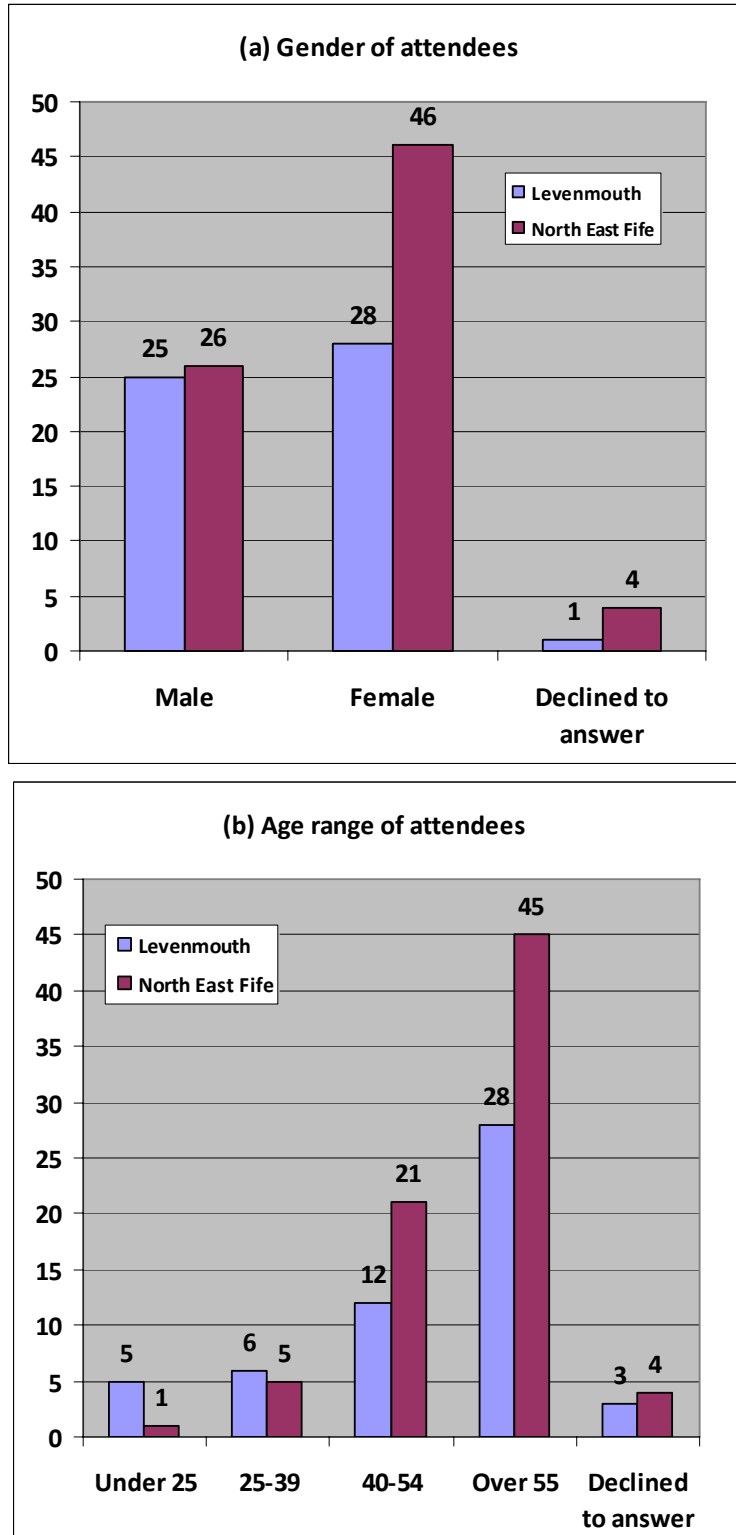

Figure 3: Attendees of 18 CEM meetings, showing (a) gender and (b) age range.
Source: Questionnaire (*n* = 130).

Why do people attend?

The self-completion questionnaire asked people why they attended community engagement meetings. Figure 4 shows that from 130 questionnaire responses, the primary reason in both sites was interest in what is taking place in the community, being a local representative, or having a particular issue to raise.
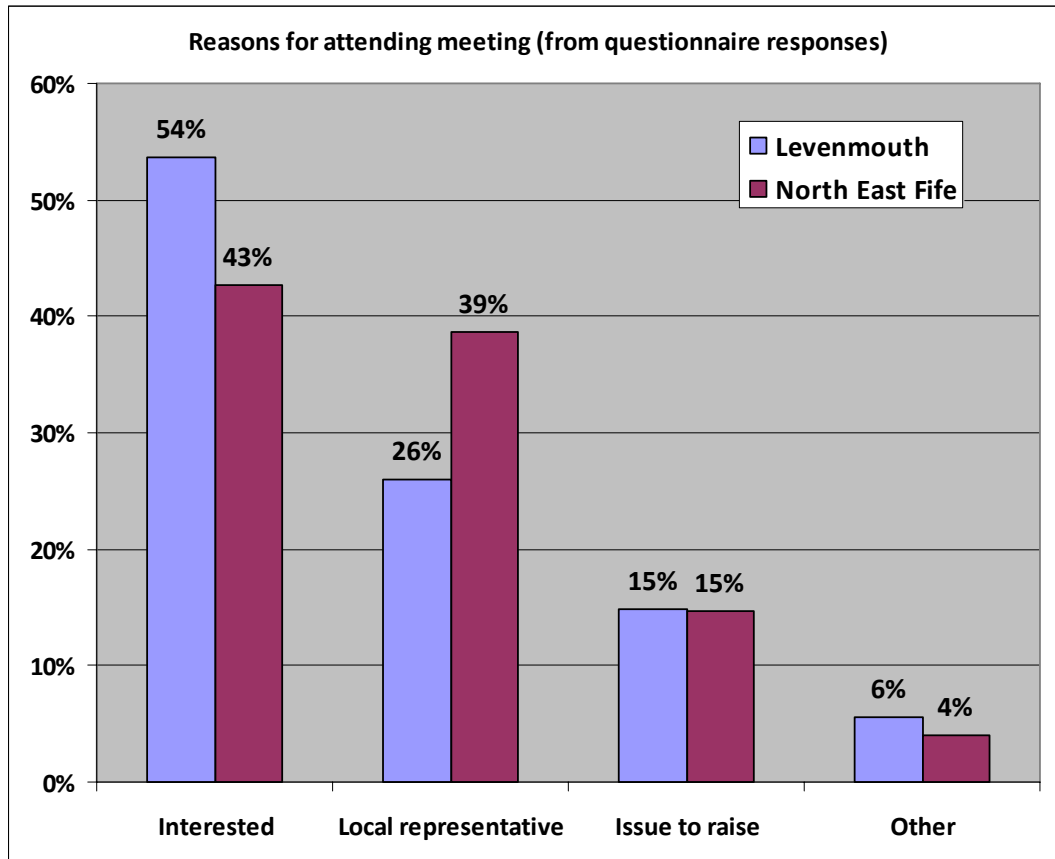

Fig. 4: Reasons given for attending meetings. Source: Questionnaire (*n* = 130).

Looking at both case study sites together, of those attendees who had been to five or more meetings, 69% were a local representative, 44% were interested and 39% had a particular issue to raise. For those who attended only one meeting, the largest group were those who had a particular issue to raise, again 39% of attendees, followed by 33% who were interested, and 13% who were local representatives.

From the interviews with community attendees, "incomers", and older people were also highlighted as those most motivated to attend:

> Barbara: *In general, it's the incomers that do things. The villagers themselves tend to let someone else do it! Forty years is still an incomer!*

> Norman: *It tends to be older – I'm fifty-two and it tends to be older people; maybe we are the people that do the complaining – I don't see it as grumpy, I just see it as maybe we're willing to tolerate less; you get to the stage where you've had enough.*

Many interviewees also attended because they saw themselves as "active citizens" and as conduits between the police and the community, with a responsibility to represent others at the meetings, record and report back what had taken place:

> Heather: *I have friends who say: "I'm friends with you because you know everything that's happening, with the school, or this…" and I say "well, come out and join!" "No, no, I don't have time for that; you can fill me in." And I think it's the same for a lot of organisations.*

> Eric: *I take copious notes each time I go and I try to follow up on what's been decided.*

> Barbara: *I wouldn't bother going if I was just a resident, but because I'm on the community council I make a bit more effort.*

> Alison: *If there's anything that comes up at the meeting that concerns the people that we've got coming in… we'll pass that information on. […] I'm actually going as a group rather than as an individual.*

> Norman: *As a matter of course when I get back to my work I will put together a set of notes from the community engagement meeting, it goes in a folder so anybody else wishing to know what went on at the meeting….*

Attendees of meetings are defined as "active citizens" by Bas van Stokkom, members of the community who act to some degree as neighbourhood managers and who communicate results to the "passive citizens"; the vast majority who do not attend the meetings.

Why do people not attend?

We asked interviewees about people who do not attend and what they thought where the main reasons for non-attendance amongst those who are aware of CEM meetings. A combination of issues emerged from their responses, including levels of involvement with the community generally, and non-participants coming from different positions across the social scale:

> Eric: *I think those people who are reasonably well off, shall we say [don't come to the meetings]. It's the middle to higher earners who take it more slowly than others; the ones who are in deprivation will come along and complain about certain things. It's a mixture, funnily enough, you can't pinpoint it.*

> John: *The drug dealers and alcoholics, there's no way they're going to go! And there is a lot of people who keep themselves to themselves, they're not really interested, and there's a lot of elderly people round here so I cannae see them making an effort to go.*

Reasons for non participation may also be due to the distance required to travel to meetings, or age group:

> Audrey: *people would not necessarily get up and drive to [larger village where meetings are held] […] they don't know who else would be there, they don't necessarily know the community so they would be concerned that they would be raising things that other people would think silly or wouldn't be interested in, or whatever. But if the meeting was in the hall they might wander along the road.*

Calum: *I thought there would be a lot of young people similar to myself who would be more interested in what goes on in the community.*

Several questionnaire respondents also commented on this. One attendee, who had been to several meetings in the Levenmouth area, stated:

"The meetings I have attended have been very well chaired/handled by the police. Probably more residents need to attend – and/or more business people, if they can be informed that the meetings are a chance for them to raise issues and hopefully have them dealt with. The meetings themselves are fairly well publicised; perhaps people who regularly attend could try to persuade others, etc."

Another attendee at the same meeting, who identified himself as a local representative, stated:

"Community representation needs to improve/increase. Maybe attendance at community forum/local groups to publicise meetings. Meetings could be perceived as a publicity exercise, but gives local community a voice."

Should partner agencies attend CEM meetings?

Interviewees were asked about whether partner agencies, for example, representatives from the housing department of Fife Council, the fire service, etc, should be specifically invited to participate in the meeting. Most were broadly supportive of some invitation being extended to include partner agencies, as Stella put it, "every now and again":

Audrey: *I can see a point to that, because at the community council, when issues are raised at our meetings, inevitably the local councillors will say: "I will speak to that department for you, I will speak to this person; you should write to this person, you should do this…" and that's where it just becomes a nightmare trying to sort something – something relatively simple becomes a bureaucratic nightmare. […] It's very difficult on a one-to-one basis for people to turn around and say "no, I'm not going to do that." Accountability puts a lot of pressure on people. Having other agencies there would be helpful.*

Justine: *I think it probably would be useful – if they were able to offer advice – but I think maybe every so often having someone there from a certain office and advertising "there's somebody from the council going to be there this time, there's somebody from the fire going to be there this time, the NHS…" so people if they feel they've got a problem in that area can go to that meeting.*

Only one interviewee, from Levenmouth, felt that having too many "officials" involved might intimidate the community members and prohibit the main functions of the meeting:

Alison: *No, no! [Laughs] because they feel a bit intimidated, whereas when it's the policing meetings it's just the community […] unless it was an issue that was actually brought up as a concern a month before and they wanted someone to come along; yeah, have one person or two people along, but I think if you had too many people that looked official with collar and ties, it would actually stop a lot of the stuff coming out.*

How are attendees aware of meetings?

Print Media and Community websites
There are four local papers within the two case study sites; *East Fife Mail, Fife Free Press, Fife Herald*, and the *St Andrews Citizen*, which share the *Fife Today* website (www.fifetoday.co.uk), and *The Courier* has Fife and East Fife editions.

There are ten community websites in North East Fife, but no known community websites in Levenmouth. One website (Smart Community Fife, covering the Howe of Fife) has included dates of forthcoming meetings. The *Balmullo Newsletter* is also published in print and delivered locally, and includes the local officer's name and phone number. In Strathkinness*, Kirk and Community* goes to all households in the village, and in the issue distributed at the September CEM meeting included three pages on the CEM meetings. Advertising via local Church magazines or community council newsletters was also mentioned at the Anstruther and Ceres meetings. See Appendix 4 for a list of known community websites and newsletters.

Informal networks
Outwith the efforts of Fife Constabulary to promote the meetings, and in addition to the community newsletters and websites, there are other informal networks where members of the community, particularly in North East Fife, share news of the CEM meetings:

> Heather: *I think the meetings are [well advertised], from my point of view they are. I get the emails, and because of the type of person I am in the community I make it my job to find out what's going on as well. And [here] we also have what's called a "community tree". It's email based, so the secretaries of various organisations, like the tennis club, the parent council and the Guides and things; if they've got an email database and they'll get an email from a particular person who sort of leads it all – he'll send a community email to them and they'll send it on to their members. So it sort of expands, and you can send it on if you know people who are not on any mailing list. It's seems to work well. You're not ever going to get a hundred per cent of the population, but if you can reach a good eighty per cent of the population through word of mouth and posters and emails…*

Fife Constabulary website
From our observations of meetings, in four areas, all in north east Fife, officers reminded attendees to consult the website, or email the officer for updates on priorities and dates of the next meeting. One interviewee took up his advice:

> Stella: *And it was the first that I really knew that you could actually go and look on the website, so I looked and I was actually very disappointed to find that in our area, very little has actually happened. Whereas if you go to [adjacent area] – I printed one page for our area yet [adjacent area] had three pages – so they are very much more proactive and things seem to be happening [there] and not here. Also in [nearby area], there wasn't very much happening there either; so whether that's a reflection on [local PC], I don't know. So it varies from area to area how much work has been done regarding the priorities, and I would say that [adjacent area] comes top of the list.*

Another interviewee, this time in Levenmouth, said how he found using new technologies often useful in finding dates of meetings:

Norman: *You can find it [the date of the next meeting] online, and email – I check my email on the phone. There have been times when I've forgotten what day it is and it's just a case of phoning up the local station.*

When questionnaire respondents were asked how they had first heard about the community engagement meetings, the most common response in both sites was directly from the community officers themselves (Figure 5).
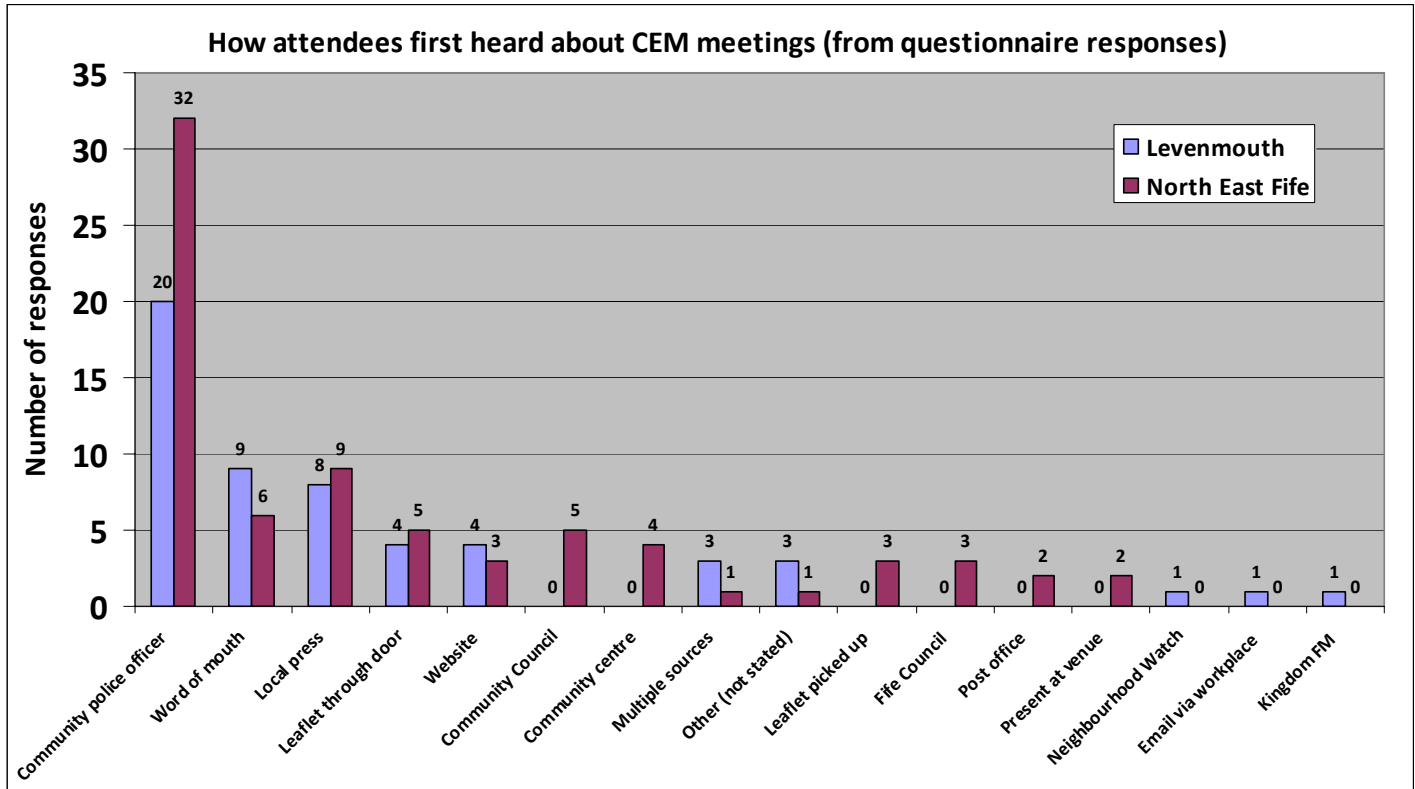

Figure 5: How attendees of 18 CEM meetings first heard about the meetings.
Source: Questionnaire (*n* = 130).

Interviewees also spoke of how they had first heard about the meetings. Eric, a Fife Councillor, said:

Eric: *I think we got notification through email within Fife Council, from the Chief Constable, and then there was local advertising in* The Courier, *and I think there were notices in some of the shop windows as well.*

Two of the interviewees felt that the meetings were well advertised, for example:

Alison: *I think so. I'm not sure if it's in the paper; I know I get an email to say that they're coming up, but I think it's in the paper as well about the local policing meetings…I'm not sure but I think I've seen it in the* East Fife Mail.

Eight of the interviewees said the meetings were not well advertised, and several made suggestions for where and how it could be promoted. Here are two comments from Levenmouth and North East Fife respectively:

John: *No! [Laughs] Because if it hadnae been for the boy across the road I would never have knew. I think there's a lot of people who don't know about it, because there must have been only twenty at the most who was at that meeting and I would have thought there would be a lot more. Maybe a flyer through the doors, I mean we get a paper on a regular basis* – the Fife Leader – *and you get Sainsbury's and places like that putting leaflets in, I don't see why they cannae put it in and deliver it at the same time.*

Audrey: *[Sighs] I'm not sure about* that*. Initially we put notices in the notice board here, and it's certainly always highlighted at our community council meetings when the next police meeting is, and [local PC] is very good at making sure that you have a card saying this is definitely the time of the next meeting. But I'm not sure if people take notice outwith anything like that. People at the community council will know about it, but I'm not sure about anybody else outwith those groups.*

2.3 Anatomy of a CEM Meeting

This section examines the workings of CEM meetings from layout and dynamics; how priorities are set; and what is discussed beyond the priorities, including members of the community passing on intelligence to local officers.

Locating the venue

Meetings are held in a variety of venues, from church halls, community halls, community centres, police stations to primary and high schools, libraries, colleges and clubs. The size of venues, seating arrangements, heating, and noise levels vary in each case. As outside observers attending the meetings, we sometimes found the venue details published on the Fife Constabulary website to be limited. Postcodes are not provided and sometimes street names are omitted, potentially making it difficult for a newcomer to the area to locate the meeting venue. At one meeting we attended the officer alerted participants that the meetings would be changing venue in 2012 to a nearby clubhouse; one older attendee who had lived his whole life in the area was unaware of the existence of the clubhouse but the officer was able to give directions. This emphasises that even those who have lived a long time in the community would be helped by clear location details.

Layout of meetings

From our observations of 18 meetings, there were six different layouts used for the meetings, including classroom style, rows of seats with a top table for the officer(s), a circle of chairs, and seated around a large table. The meeting venue and number of expected attendees may dictate the meeting layout, but a layout in which there are no hierarchical distinctions between officers and public, for example a circle of chairs, may encourage members of the public to contribute. Indeed, the interviewees had a clear preference for a circular arrangement, allowing participants to interact more readily:

> Justine: *The only thing I would change, is rather than have rows of seats I would have it more like a semi-circle; more relaxed. It was very like you were sitting in a class in there, and when people were talking down the front I couldn't quite hear what someone was saying to the police man.*

> Norman: *It's not ideal because we're all in rows, and when somebody else is talking you have to turn [cranes neck]; if the seating was arranged differently [indicates circle] it would be far better […] if I was going to change anything I would change the seating arrangements, try and get a hall or a room that didnae have desks.*

> Stella: *The format of the meeting could be a bit more user-friendly; if you were in a circle. When you're in rows you're not really able to speak to other people, if you were in a circle you can have eye contact with other people who also have issues which would possibly help.*

The dynamics of meetings

From observations at meetings, it was clearly possible to have good interaction between police and community, despite differences in layout. Larger meetings such as Leven (21 attendees; in a classroom style) and Tayport (second meeting; 19 attendees in rows of seats) succeeded in having an extremely active (an at times heated) discussion. Smaller meetings were usually successful in allowing all to contribute and have a collaborative discussion. One meeting had only one attendee, but the officer ran through the crime and priority updates as normal and the attendee noted them down to report back to the community council, raising three other issues as well. Broadly, the quality of the discussion relied upon the skill in the officers in encouraging input from the community and the community members themselves being willing to contribute. In section 6, Community–Police Relationships, we will look more at the qualities of officers that contribute to successful community relationships.

We observed two meetings in Levenmouth and six in North East Fife which had strong community participation, lively active discussions, and officers seeking opinions from members of the public individually or as a whole; around 1-3 in the scale shown in Figure 8. One meeting in Levenmouth and two in North East Fife had a reasonable discussion that was described in notes as "positive and collaborative"; ranging around 4-7 on the scale. Three meetings each in Levenmouth and North East Fife had relatively weak levels of community participation; for example, in two meetings ways of tackling set priorities were not offered and the community participants seemed a little disheartened and in another meeting the officer seemed to do most of the talking from a top table. It would be incorrect to conclude that weak community participation is simply due to the role of the officer, but their skill as a facilitator of discussion via their verbal and non-verbal communication skills is an important factor.
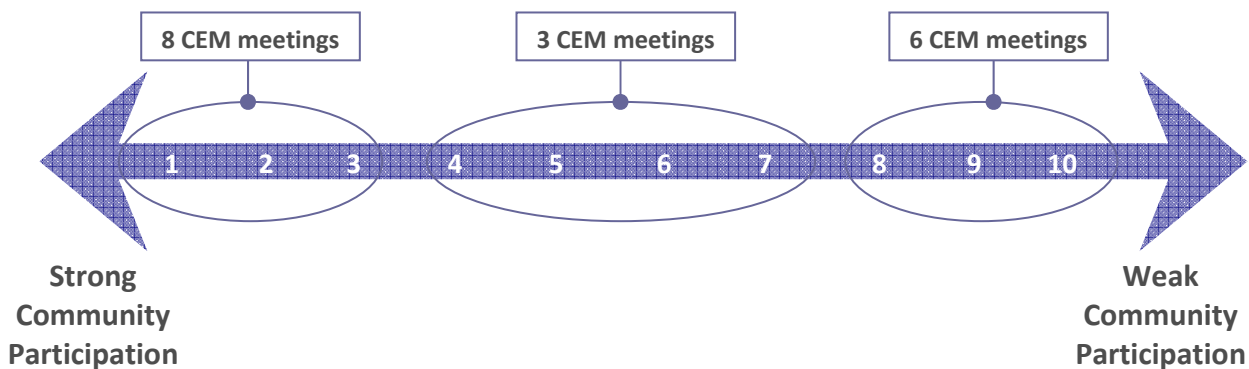

Figure 6: Strength of community participation in CEM meetings (from observations of 18 meetings).

Priority setting at meetings

Within the structure of the CEM, each local area agrees up to three priorities for the community officers to focus their work on over the next two months (until the next meeting). From our observations of CEM meetings, in most cases the top three (or sometimes two) priorities for the area over the next two months are clear from what has been discussed at the meeting. In some cases there is a wide ranging discussion and then the officer summarises this towards the end of the meeting into three priorities, which are then agreed. In two cases officers used voting via a show of

hands to agree the proposed priorities. Seeking a mandate in this way may be required in larger meetings where there are diverse opinions, but in most meetings this does not occur and priorities are agreed through discussion.

Community identification of policing priorities will be examined in greater depth in section 4.

The "tip of the iceberg": Meetings are about more than priorities

Priority setting and feedback from officers on progress towards resolving priorities is an important part of the meetings. What is clear from meeting observations is that there are many other items discussed which go beyond the priority setting process, ranging from officer updates on Fife-wide and local crime statistics to community intelligence being passed on during and after the meetings. All items discussed at the meetings we observed are shown in Appendix 2; eight different priorities were set by communities across both case study sites, but 28 other items were also discussed. It could be said that priorities are just the tip of the iceberg, there is a considerable amount of discussion and information sharing that goes on in the meetings which are taken on board by the officer and attendees but not officially recorded.

At five of the meetings we observed, community participants used the opportunity of the meeting to provide local intelligence to the police regarding what they viewed as local criminality or other forms of disorder. Typically, this involved members of the public speaking to the local officer at the end of the meeting. At one meeting, for example, attendees claimed to be able to identify likely perpetrators of five separate incidents, ranging from theft to drug dealing. At another meeting attendees highlighted problems of anti-social behaviour.

Norman, from Levenmouth, felt strongly that members of the public should pass on information to the police, having experienced an extended period of vandalism on a community project he was involved in: "We're overseen on all sides, we're in the centre of the community, and *nobody would phone the police.* Because they were actually frightened – because they knew the individuals – that they would be a target after."

Fear of reprisals may inhibit the community in passing on intelligence, but the CEM meetings may go some way to counter that, by giving the public and police an arena which facilitates the sharing of information on community problems and encourages the co-production of safety:

> Norman: *There's a hard core of people who attend all the meetings and they have got a steady flow of information because there's always two or three people do hang back to speak to the [the police], and that's good. The more information they have the easier their job is and the more they can do about it.*

In North East Fife one interviewee mentioned community intelligence and the fear of reprisals:

> Barbara: *I suppose not everybody would, but most of the people at the meeting probably would […] I suppose the people that go, are the people who would do something about it anyway. There are other people in the village: "oh, we don't like to mention it because we might get a stone through the window and something like that." Which, I suppose young vandals I suppose are quite likely; if they decide someone's complained.*

2.4 Identifying and "Resolving" Priorities

The nature of priorities

The specific priorities which are identified at CEM meetings are clearly dependent on the local context, but there are also many shared concerns, such as speeding, anti-social behaviour and dog fouling. To a large extent these concerns can be read as signal crimes or signal disorders which generate feelings of fear, anxiety and anger among local residents. A sense of the way issues set as priorities at meetings – such as illegal use of motor vehicles, drinking in public, and dog fouling – act as signal crimes or signal disorders is captured in these comments by community participants.

> Norman: *The motorbikes – they're hands are tied. The alarming thing is they're on main roads now; hoodies, masks or scarves, no helmets. They're not insured, they've no MOT, they're not licensed, they're often underage, they've sometimes got their younger brother on the back. But that fact is, unless you get people in the community providing the police with information about their neighbours – I would phone but nobody in this area has done – the police can't do anything unless they get names.*

> John: *Especially the drink, hanging about in certain areas, but as the police said, they move them from one area, they just go and find some place else until they get moved frae there, so it's a vicious circle. […] What we have a problem with in this area is there's a lot of alcoholics and drug users, and they troop down there in the morning to get their methadone and come back with drink.*

> Calum: *Just when I came off the bus there, there was a man unconscious in the bus station. His friend was talking to him, but people were walking past him like this was an everyday thing.*

> Ivy: *I think there should be cameras on that road, and there's not even a dog bin on that [very long] street – the whole street's not got one. See all thae junkies, they're all getting dugs for protection, and I got told that they're getting money to feed them aff the social, but I don't know if it's true. There's not a bucket for the dugs – it's a lang street and there's tons o' dugs.*

As has already been noted, the CEM meetings are also used to discuss other crime and disorder related issues that didn't necessarily become formal priorities but were recognised as significant local social problems. In parts of Levenmouth in particular the re-homing of single people with drug problems was raised at two meetings and also mentioned by interviewees; housing policy was also mentioned by two interviewees from North East Fife.

> Ivy: *But it's getting worse with all they junkies, eh. There's umpteen of them. They're called "scatter flats" to scatter them all aboot, but they've just dumped them all on the wan bit, because this is all one bedroom hooses. But we're plagued with them going up and doon there, and they're drunk. You get up in the morning and the garden's foo o' tins, cider bottles and everything. They've started puttin' it in like juice bottles and taking it out of their pockets as if it's a bottle of juice – in the street! I sit and watch them passing. They must think I'm daft like, because it is drink. Every morning there's a gang of them going doon to the chemist for their methadone, honest it's ridiculous. At wan time you couldnae get a hoose doon here for love nor money, it was that good a place, but noo… It's terrible. But you keep yoursel' to yoursel' and that's it, there's nothing you can dae with it.*

Norman: *There's certainly a lot of sympathetic understanding for other people's plight. I really feel for some of the decent people who stay in the streets where the council have developed these scatter flats because they've got too many in three streets. […] This was a good area where it tended to be more older people, and well chosen younger families – and now, with the scatter flats, these elderly people are just getting targeted. Their lives are a misery and have been for a considerable length of time.*

Justine, a first time attendee, was appreciative of how the police listened to people within that neighbourhood even though it wasn't within the police's power to resolve it.

Justine: *I know the lady [at the meeting] was talking about the scattered housing – that's more council than police, I don't know what the police can do about things like that, but they were still advising her on what to do, and she obviously feels comfortable that she can speak to the police and they're telling her to go to the council. It's like all the authorities are trying to work together, so it's nice to hear people bringing up things that aren't a hundred per cent police things, but the police being able to give them advice – it feels more of a community rather than just going for criminal things – they're trying to help the community. I felt a great community thing about the meeting – I thought it was really good.*

Importantly, interviewees generally felt that there was a consensus among those attending the meeting about the issues that should be priorities:

John: *They opened the floor for suggestions of priorities, and I agreed with every priority that was there. I was going to [raise something] but it actually got raised so I didnae need to bother.*

Heather: *When I was there raising my issue, there was somebody else who stays locally in this area who was raising the same concern, so that was quite good, because we were backing each other up as it were.*

The process of resolving priorities

At each CEM meeting up to three priorities are set by the community, and progress is reported back at subsequent meetings by the officers. If officers and community agree that a priority has been "resolved" it is moved on the area page of the Fife Constabulary website (by the CEM Administrator) from the list of current priorities to "completed" priorities. Looking at the case study sites, since the CEM began (October 2008 in Levenmouth and January 2010 in North East Fife) to December 2011, members of the community have set 102 priorities in Levenmouth and 114 priorities in North East Fife respectively (from the area pages of the Fife Constabulary website, Policing Your Area).

The top three priorities in Levenmouth are: youth disorder/anti-social behaviour (set 26 times), speeding/road safety (set 19 times) and unlawful use of motor vehicles (set 16 times). In North East Fife speeding/road safety is the top priority (set 44 times), followed by youth disorder/anti-social behaviour (set 25 times), dog fouling and inconsiderate or unlawful parking (both set 14 times). Figure 7 a and b show the top ten priorities for each area.
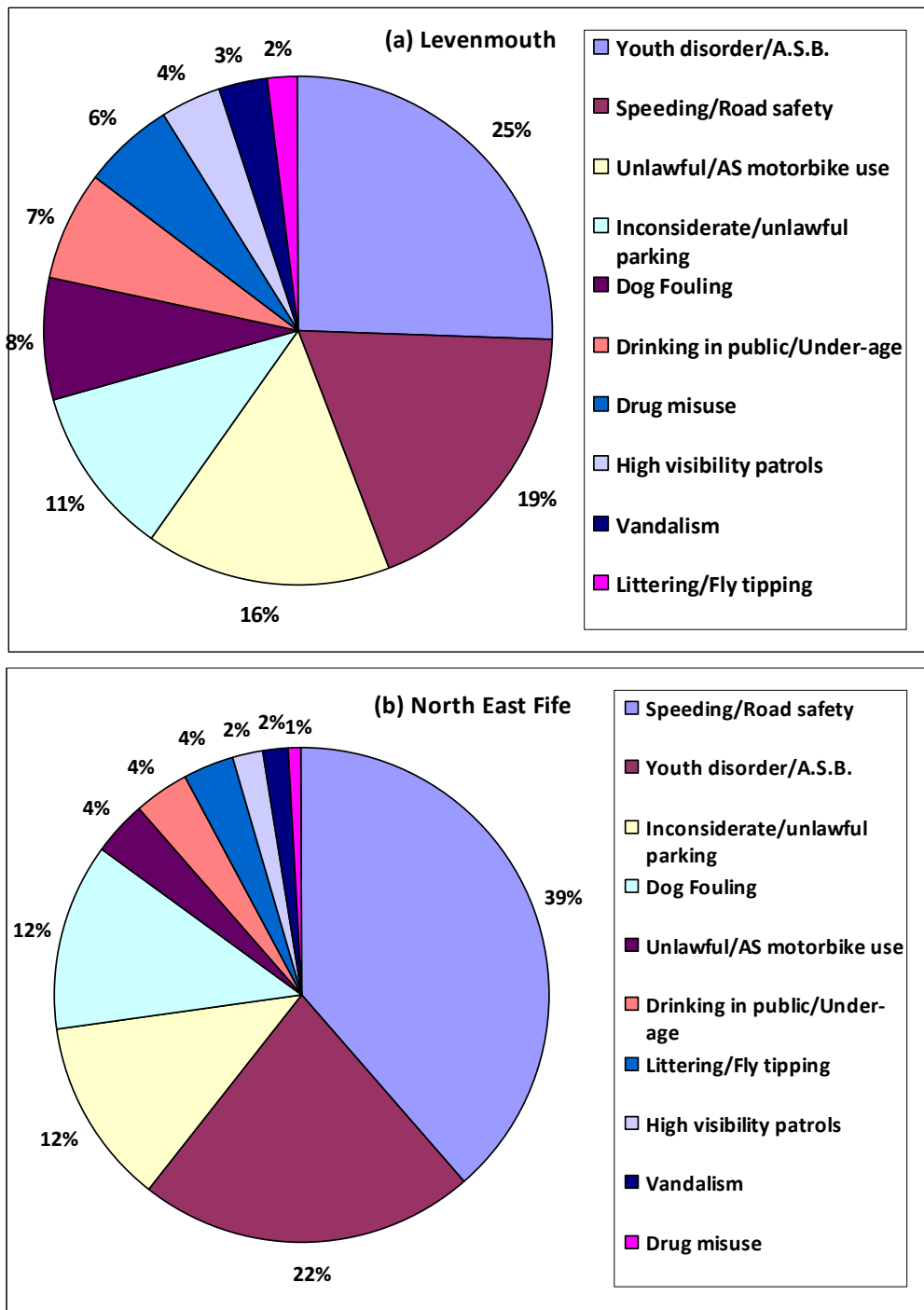
Figure 7: Top ten priorities set by communities in (a) Levenmouth from October 2008 to December 2011 and (b) in North East Fife from January 2010 to December 2011.
Source: Fife Constabulary website/Policing Your Area.

From meeting observations, priorities are removed from the list of current priorities (and therefore deemed "resolved") when there has been a some specific action to address a problem (for example, through additional police patrols to prevent loitering); it is a seasonal, short term issue which has been temporarily "resolved" but may return to become a priority again some months later (for example, in milder weather concerns were raised about the use of off-road vehicles on roads and public spaces without insurance, licences, etc); or if another more pressing issue arises and takes its place among the three priorities, which is particularly likely in areas with diverse problems (for example a spate of anti-social behaviour replacing dog fouling).

In this way, some areas have three current priorities and many "previously resolved priorities" listed on the area page of the Fife Constabulary website, others may have no or very few "resolved" priorities as they suffer from longer term chronic problems (such as dog fouling). The priorities thus give an indication of the local context; a higher turnover of priorities reflecting areas with a more dynamic situations and high seasonal variability, and lower turnover reflecting a more stable situation and chronic problems.

To look in more detail at priority "resolution", below we take an example from each case study area and from different types of meeting in terms of low and high numbers of resolved priorities. Figure 8 (a and b) shows Strathkinness has three priorities, which have remained constant and represent chronic problems; Kennoway has three current priorities and 16 priorities listed as completed. Of the completed priorities, two relate to speeding, one to drinking in public, four to the illegal use of motorcycles (also a current priority), one to drug misuse (also a current priority), three relate to parking, and five relate to anti-social behaviour or youth disorder (also a current priority). Thus we can see the recurrence of priorities.

Policing priorities for Strathkinness (November 2011):
Priority 1 – Driver behaviour – speeding in High Road
Priority 2 – Driver behaviour – speeding in Main Street
Priority 3 – Dog fouling

Figure 8 (a): Strathkinness (North East Fife) has three priorities and no "completed" priorities because the issues they represent are unresolved. Source: Fife Constabulary website /Policing Your Area.

Policing priorities for Kennoway (November 2011):
Priority 1 – Anti-social behaviour/youth disorder in Bishop's Court
Priority 2 – Drugs
Priority 3 – Illegal use of quad/motorbikes in Kennoway area

Previously completed policing priorities:
1. Speeding, Leven Road, Kennoway
2. Drinking in public, (Bishop's Court area)
3. Illegal use of motorcycles
4. Drug misuse
5. Illegal parking in Bishop's Court/Jordan Lane
6. Anti-social behaviour in Cotland's Park (in particular, illegal use of motorbikes)
7. Youth disorder – Leven Road/The Knowe
8. Youth disorder – Cotland's Park
9. Illegal use of motorbikes
10. Anti-social behaviour at Bishop's Court
11. Speeding – main routes into village
12. Illegal use of motorbikes
13. Anti-social behaviour within Kennoway
14. Parking issues in Bishop's Court
15. Illegal use of motorbikes
16. Illegal parking

Figure 8 (b): Kennoway (Levenmouth) has three current priorities, and 16 priorities which have been "completed", although many recur. Source: Fife Constabulary website /Policing Your Area.

Given the recurrence of priority problems, the CEM may need to address how to develop a more problem-oriented policing approach which could help deliver longer term solutions.

The language used to describe priorities tends to create a division between "current" or "resolved" priorities which may be a source of confusion and not necessarily reflect the nuances of problems in an area. For example, the focus on setting three "current" priorities means that other issues being tackled by local officers may be less visible to the community yet only those directly involved will know about this. As noted by an officer in our previous report: "the fact that three priorities are picked, doesn't mean that we ignore everything else, because if there's an emerging issue that might just affect one family, we can sort that out." (Hunter, Fyfe and Brown: 9).

The only publicly available record of what is discussed at a meeting is on the area page of the Fife Constabulary/Policing Your Area website, which lists current and resolved priorities. As we have seen, this does not encompass the entire business of a meeting and, as there is no secretarial support at the meetings, there is only limited scope to record and report the full business of a meeting. As a result, the information contained on the website may be a poor reflection of the work of community officers at CEM meetings. As officers are unlikely to have the time or capacity to write notes from meetings, a civilian note taker, as used in Chicago, may be a solution. From interviews we know that some attendees do take notes at meetings to enable reporting back to the groups they represent, but these are not available in the public record.

Community views on the resolution of priorities

Many of the priorities set at CEM meetings are seen by community participants to have been resolved successfully:

> Norman: *Even just going to the local takeaway there, I've seen two hundred youths over there last summer, out of control; you see thirteen or fourteen year old girls lying unconscious, through drink. They're very, very vulnerable in that situation. You see drug taking openly, guys coming down in motor bikes and cars, showing off – and they've dealt with that. They must be run ragged on a Friday, that's all I can say. Friday night has been relatively quiet here, this summer – last summer, it was completely out of order.*

> Audrey: *We've raised a few things, mainly to do with speeding or parking problems. The police actually sorted it out; they did a few more runs through the village and spoke to people.*

Other priorities appear to be chronic problems, where police action is perceived as having only a short-term impact on people's behaviour; or problems seasonally recur; or are perhaps unable to be resolved. This is acknowledged and largely accepted by those we interviewed:

> Heather: *I think they've all been addressed and looked into. As for clearing up a situation, one of the issues previously was parking at the school; parents, grandparents parking on the double yellow lines, quite close. So they go and address that and you see yellow coats going about, and then they disappear for a few days and it starts over again. So I think it's the same with the dog fouling and the speeding, they think: "oh, the police are out watching us, we'll just calm down for a wee while" and then, once it's moved on they start again. I think that's just the norm. Unless it was one particular individual who was causing mayhem and they were then apprehended… They're not issues that can be resolved once and for all, and that's it dealt with. It's not really crime; it's obstructive, or a nuisance, or inconsiderate.*

Barbara: *Well, it's the same issues over and over. In this village, it's been quiet over the summer. There's a certain amount of vandalism, not been bad lately; and the latest, and the worst, seems to be dog fouling. And yes, they always come up. They quieten down for a while, police talk to people, and it comes up again […] the boy racers have not been happening at all this summer, so it's been resolved. But it will come up again; it's normal.*

Only one interviewee felt that the police had failed in resolving a problem:

Stella: *I thought after the meeting we had last time when we had [another PC standing in for local PC], I started to feel that this is just basically a paper exercise as far as the police are concerned. I really feel that it's the same issues that come up all the time and very little actually seems to happen. […] it's the same thing that comes up in all the areas – speeding is a major problem, yet they don't seem to be doing anything about it. They go out in their yellow jackets and you can see them – you can see that yellow jacket from way, way, way in the distance, so obviously the minute somebody sees that they slow down, and they say, "oh it's not a problem" […] It's good to express feelings about it but at the end of the day when you're not getting any action then you get frustrated. I think it's quite frustrating.*

Feedback is an important part of the meetings on progress in resolving priorities and other issues raised. The fact that the police take concerns seriously, acknowledge the problem and take away a mandate to deal with it is important:

Audrey: *They're very good at feedback. I often will get a message left on my answering machine or I get a phone call just to say "we've checked up about…" Speeding cars, or whatever it has been that people have queried. "We've spoken to a couple of drivers," or "we didn't actually find it was that big a problem", so…There are a lot more things brought up of incidences of anti social behaviour in [adjacent larger village], kids drinking and stuff like that. And as far as I have always heard they have been dealt with quite effectively and sorted out, and by the next meeting or the meeting after that there has been some positive feedback.*

Eric: *The priorities are addressed; sometime there's a frustration that the priorities are not able to be addressed immediately, but they do monitor them as best they can and report back. We get adequate feedback – I can't speak for the general public but as an elected member I feel that they're satisfied with the responses they get.*

However, according to Stella this does not replace the need for a final solution to the priority:

Stella*: [The local PC] does give feedback, that's what he's meant to do. He goes through all the points that were raised, one to three, and says what's been happening, but at the end of the day nothing comes of it.*

2.5 Police–Community Relationships

From our earlier interviews with police officers, they were universally positive about the impact of the CEM on police–community relations and problem solving (Hunter, Fyfe and Brown: 17). We were interested to know how the CEM meetings had affected community participants' attitudes towards the police. Most interviewees clearly felt that the CEM has made local police more accessible to the community:

> Audrey: *I mean I have known the community police officer since I've become involved with the community council, but I'd have to say that before that […] there was a fair long spell that I honestly wouldn't have known who the community police officer was, or – other than going to [name] police station – how to go about getting in touch with him. So I think this helps from that point of view; if there was a problem I would know exactly who to go to and I would know how he would deal with something; how he would respond.*

> Alison: *The two community police men that are in this area are really easy to contact, and we've got ongoing contact with them. […] And if we see anything, we know we can get in touch with them.*

Justine felt that, having been to one meeting, the CEM was a significant step towards a relationship with local community officers as it "used to be":

> Justine: *I certainly cannae praise it enough [the meeting], I think it was brilliant. It's just nice to see everybody working together, and as I say the first name thing, and knowing about people's stories – I thought that was quite comforting. You know in* Oor Wullie*, when you had the PC and he knew everyone in the area, that's how we remember policing used to be – you knew your local bobby by name and they knew you by name and they knew the trouble makers, they knew the good ones… So anything that's going to help that is a great thing.*

Many of the interviewees also found a strong sense of reassurance in going to the meetings, and their subsequent relationships with officers:

> Audrey: *I think it's good to get together with a particular police officer because you build a relationship with him. I would say I'm a lot more reassured.*

> Norman: *Going to the meetings make you aware of how they're trying to tackle that and what they've done about it, and because you know they are working [you feel reassured].*

Others emphasised that if officers are based in a community for a length of time they build up local knowledge which facilitates working with local people and partners and solving crime.

> Eric: *They've been moving police around – a short period on one locality and then they're moved on. I feel if you could retain individual police men in one community for a good period of time, people become confident that they are there, they can go up to them and speak to them, man to man, sort of thing, and that breaks down any artificial barriers. We had a sergeant who was doing great work locally, especially on drugs – I went out on patrol with him one night, and he suddenly did a U-turn in the street because he'd identified this car as being a drug dealer. Stopped the car, summoned two police from elsewhere, and the three of*

them stripped the car and found drugs. I was very impressed with that. But that was local knowledge, you see.

Of those who were more critical, their concerns were focused more on general issues to do with accessing the police and with the end of the tradition of officers living in police houses in the local community:

Eric: *It would be nice to be able to contact your local man on the spot, but the system doesn't allow for that. There is a local police office in [area] but it's not always manned, there's a lady sits at the desk for certain hours, but they're usually out on patrol, or whatever.*

Stella: *I think the biggest problem is the fact that there are no local police any more, and I think things were a lot better when they had a police house and a police office; they had police who were here and people knew who the local bobbies were. You could see them, you could put a name to a face and they could put a name and a face to you.*

Heather in North East Fife and Justine in Levenmouth also felt that the police were more approachable now, perhaps thanks to the CEM, but both felt that there was a lack of respect for the police among the younger generation:

Heather: *I can remember days when we had two resident police men [here] and they walked everywhere. I think society as a whole there's a different respect for police these days. I think young people – everybody knows their rights – they're taught their rights as soon as they go to nursery now, so I think that's… not a problem but I think it's an issue. I mean I've been along to the police station and I've gone in and they say, "oh, come in!" and I think ... but it's just the way I was brought up – you were taught to respect elders and the police, whereas nowadays I think everyone's seeing them at the same level.*

Justine: *Gone are the days when you're too frightened to speak to a police man; they're there to be spoken to. […] I'm 38 and when I was mid teens we used to go down to the local beach and just kick a ball about and then sit in the gardens. If the police came – you moved. You done what you were told and you moved, you didnae talk back, you gave your name. Nowadays I hear them on the street telling the police to "f off" and "who are you anyway, you can't do anything"; there's no respect there.*

We were also interested to know what impact the individual qualities of officers made to the perception of how the meetings are run, and how successful the CEM was viewed in Levenmouth and North East Fife. The interviewees were generally very positive about the skills and commitment individual officers displayed:

Norman: *I think the two community police that chair the meeting are really approachable, they make people comfortable by introducing an element of humour involved as well, and I would say they handle things really well; because there are one or two individuals that regularly attend that go on about the same thing all the time. They handle that very carefully, with respect for the person, and gently move on. They do give everybody a great deal of air time. I think they're quite genuine as well; they are ideally suited to the job they do.*

Eric: *I think the police officers do a very good job. And in [local area] the police men are very good; they're very open and compliant with the wishes of the public. But in [local area] in particular the guy there is extra good. He is very high profile within the locality, he's a very*

approachable man, he's got a lot of humour, he takes a genuine interest in people and has done walkabouts with people where he says: "let's go and see what's happening down there" – with the kids that have been going to [local spot] – "what are they doing down there, are they doing drugs?" That type of thing. It's dependent on the officer to a degree.

Alison spoke of community projects in the Levenmouth area, and that, thanks to the personal qualities of officers, they are able to develop relationships with hard to reach members of the community outwith meetings:

Alison: *They're down to earth, and I think they… some of the people we work with are not the easiest to get on with. They're young, they're loud and whatever, but they've got quite a good relationship with them. […] And if we see anything, we know we can get in touch with them.*

Working in partnership with local people or agencies, community participants were also very positive about the role officers can act play as catalysts of change within the community:

Alison: *Well, I think what's actually happening in [local] Street just now is a…It shows that there's collaboration between different people – between the public, organisations and the police – because we're all working together. […] There's a constant presence in [local] Street. And they actually talk to the residents as well. I'm not sure everything that's going on but [local community support officer] he's the one that's spearheaded trying to get the fence rebuilt, and a tidy up and clean up in the area.*

Eric, Fife Councillor, felt that partnership working between the police and the Council could improve in North East Fife:

Eric: *Police liaison doesn't always extend through all departments – and that can be frustrating too. Because if you had a dialogue between police and housing you could maybe solve some of the problems that are inherent in some of the communities – but again, it's up to the elected members to go to the police and housing separately, but the two don't always join up. There is a bit of partnership working that goes on, particularly down in the Levenmouth area where there are a lot of problems, so the partnership working is important.*

However, it is important to acknowledge that when community participants perceive officers being unresponsive to their concerns, this can quickly turn to a more negative assessment of the CEM. For Stella, who was feeling disillusioned with the lack of progress in solving her own particular problem of speeding cars, the attitude of a visiting officer made her question whether it was worth participating in the meetings at all, indicating the fragile nature of the relationship between police and some community participants:

Stella: *Well, after the last one I kind of thought "is there really a point to this?" […] Because of what [visiting officer] said. He seemed to have a different – he's just totally different from [local PC], and I just got the impression from him that really not a lot was going to happen. He also threw in a lot of facts and figures about how few police we actually have in the area and how they're deployed, and I just thought is there a point? It doesn't look like they're going to do anything. It was him that made me think "is there a point to this?" […] I feel very disheartened after the last meeting; I wonder really if there is any point in actually going to them; which is a shame.*

2.6 Key Conclusions and Recommendations

In both case study areas, the CEM meetings have clearly become a highly valued mechanism among community participants for engaging with their local police officers. The opportunity to identify local priorities and receive regular feedback on how the police are attempting to tackle these issues has been very positively received and is contributing at a wider level to an improving relationship between police and communities.

In addition, it is also clear from attending CEM meetings and interviewing community participants, that priority setting is the "tip of the iceberg" as the meetings take on a wider role; allowing the police to provide feedback on their overall performance, the community to discuss wider issues and pass on local intelligence, and as a forum in which partnership working can develop. CEM meetings are thus playing an important part in encouraging the co-production of safety between police and community, and in allowing officers to "see like a citizen"; recognising those signal crimes and disorders which appear to generate most concern among local people.

Although numbers of community participants at CEM meetings vary over time and across the different areas, other studies of the use of community engagement meetings have emphasised that there will always be a distinction between a small group of "active citizens" and a wider group of "passive residents". This should not be seen as problematic, as long as there are opportunities for the concerns and issues of under-represented groups to be placed on the agenda and robust mechanisms for informing the wider community of the meetings' outcomes.

The findings from this project echo the conclusions of other research on the use of CEM meetings. In Chicago, where this approach was pioneered as part of the Chicago Alternative Policing Strategy (CAPS), community views of police effectiveness, responsiveness and demeanour did rise substantially following the introduction of CAPS. It is also important to note that some of the problems associated CEM meetings found in parts of Chicago do not appear to have materialised in Fife. These problems include "conflictual paralysis" where a community is unable to agree on priorities because of so many competing demands; and the domination of meetings by wealthy and well-educated residents.

Recommendations

In the short-term, this research with community participants has highlighted several relatively small scale changes which could enhance the value of CEM meetings. These include:

- The level of information provided on the Fife Constabulary website about location of meetings could be enhanced making it easier to locate venues;

- There is a clear preference among community participants for less hierarchical forms of meeting layout, which might encourage greater dialogue between all participants in the meetings;

- Finding ways of capturing in more detail the range of issues discussed at meetings and placing this on the Fife Constabulary website. Encouraging community participants to take it in turns to act as a meeting record keeper may be one solution. Such personal accounts may

encourage other members of the local community to attend by providing a fuller account what the meetings are achieving and of the work local officers are doing in their communities beyond tackling the agreed priorities and;

▪ The skills of individual officers in running meetings are clearly an important element in the community participants' perceptions of the success of CEM meetings, so it may be useful to create an opportunity for community officers to share among themselves examples of good practice in managing meetings, and establish a mentoring scheme for officers new to the process.

In the medium to longer term it would be worth exploring:

▪ Ensuring sufficient administrative and marketing support for the CEM, so that there is a proper record of what takes place at meetings captured on the force website and used in the wider dissemination and marketing of the community engagement model;

▪ The development of the problem-oriented policing skills of local officers so that longer term solutions to chronic problems can be explored. While some of the issues identified as priorities may be resolved via a "quick fix", there are other community concerns which are returning as priorities on a regular basis requiring long term strategies and the development of more robust prevention programmes.

Placed alongside the findings from the first report on the perceptions of police officers of the community engagement model (Hunter, Fyfe and Brown, 2011), it is clear from this research with community participants, that the CEM is having a profound and very positive impact on the nature of community policing in Fife. Much like the reassurance policing model introduced into England and Wales, it is encouraging a move towards the co-production of safety in local communities, with communities "cast in a role where they have direct influence upon policing priorities, how these are to be addressed and where possible, are actively involved in dealing with them." (Innes and Roberts, 2008: 242).

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Appendix 2A: Community Engagement Meetings

Table A1. Those Attended by observers; and meetings taking place during the project period in the two case study sites (many simultaneously).

	Wednesday 29 June	Kennoway	Levenmouth	
	Thursday 30 June	Methilhill	Levenmouth	
	Tuesday 5 July	Strathkinness	North East Fife	
	Wednesday 6 July	Buckhaven	Levenmouth	
	Wednesday 6 July	Ceres	North East Fife	
	Thursday 7 July	Coaltown of Wemyss	Levenmouth	
	Thursday 7 July	Strathmiglo	North East Fife	
	Thursday 7 July	Cupar	North East Fife	
	Thursday 7 July	St Andrews	North East Fife	
	Thursday 7 July	Largoward	North East Fife	
	Tuesday 12 July	Leuchars	North East Fife	
	Tuesday 12 July	Springfield	North East Fife	
1	**Tuesday 12 July**	**Methil**	**Levenmouth**	**Attended**
2	**Wednesday 13 July**	**Tayport**	**North East Fife**	**Attended**
3	**Thursday 14 July**	**Newport-on-Tay**	**North East Fife**	**Attended**
	Thursday 14 July	Newburgh	North East Fife	
4	**Thursday 21 July**	**Ladybank**	**North East Fife**	**Attended**
	Thursday 21 July	Pittenweem	North East Fife	
	Wednesday 27 July	Leven	Levenmouth	
	Wednesday 27 July	Windygates	Levenmouth	
	Thursday 28 July	St Monans	Levenmouth	
	Thursday 4 August	Upper Largo	Levenmouth	
	Thursday 1 September	Methilhill	Levenmouth	
	Thursday 1 September	Cupar	North East Fife	
	Thursday 1 September	Auchtermuchty	North East Fife	
	Thursday 1 September	Crail	North East Fife	
	Thursday 1 September	St Andrews	North East Fife	
5	**Tuesday 6 September**	**Strathkinness**	**North East Fife**	**Attended**
6	**Wednesday 7 September**	**Buckhaven**	**Levenmouth**	**Attended**
	Wednesday 7 September	Ceres	North East Fife	
7	**Thursday 8 September**	**East Wemyss**	**Levenmouth**	**Attended**
	Thursday 8 September	Newburgh	North East Fife	
	Thursday 8 September	Newport-on-Tay	North East Fife	
	Tuesday 13 September	Methil	Levenmouth	
8	**Tuesday 13 September**	**Springfield**	**North East Fife**	**Attended**
	Tuesday 13 September	Leuchars	North East Fife	
9	**Wednesday 14 September**	**Tayport (second meeting)**	**North East Fife**	**Attended**
10	**Thursday 22 September**	**Anstruther**	**North East Fife**	**Attended**
	Thursday 22 September	Freuchie	North East Fife	
11	**Wednesday 28 September**	**Leven**	**Levenmouth**	**Attended**
	Wednesday 28 September	Broom	Levenmouth	
	Wednesday 28 September	Kennoway	Levenmouth	
	Wednesday 28 September	Windygates	Levenmouth	
12	**Thursday 29 September**	**Colinsburgh (Cancelled)**	**North East Fife**	**Attended**
13	**Tuesday 1 November**	**Strathkinness (second meeting)**	**North East Fife**	**Attended**
14	**Wednesday 2 November**	**Ceres**	**North East Fife**	**Attended**
15	**Thursday 3 November**	**Cupar (NF)**	**North East Fife**	**Attended**
16	**Thursday 3 November**	**Methilhill**	**Levenmouth**	**Attended**
	Thursday 3 November	Coaltown of Wemyss	Levenmouth	

	Thursday 3 November	Strathmiglo	North East Fife	
	Thursday 3 November	St Andrews	North East Fife	
	Thursday 3 November	Largoward	North East Fife	
17	**Tuesday 8 November**	**Leuchars**	**North East Fife**	**Attended**
	Tuesday 8 November	Springfield	North East Fife	
18	**Wednesday 9 November**	**Buckhaven (second meeting)**	**Levenmouth**	**Attended**
	Wednesday 9 November	Tayport	North East Fife	
	Thursday 10 November	Upper Largo	Levenmouth	
	Thursday 10 November	Newport-on-Tay	North East Fife	
19	**Thursday 10 November**	**Newburgh**	**North East Fife**	**Attended**
	Tuesday 15 November	Methil	Levenmouth	
	Thursday 17 November	Pittenweem	North East Fife	
	Thursday 17 November	Ladybank	North East Fife	
	Thursday 24 November	St Monans	North East Fife	
	Wednesday 30 November	Leven	Levenmouth	
	Wednesday 30 November	Kennoway	Levenmouth	
	Wednesday 30 November	Windygates	Levenmouth	

Appendix 2B: Priorities and other items discussed at CEM Meetings

Table A2: Priorities set and items discussed but not set as a priority
(from observations of Community Engagement Meetings).

#	SET AS A PRIORITY	LEVENMOUTH	NORTH EAST FIFE
1	**Speeding/Road Safety**	Buckhaven 1 Buckhaven 2 East Wemyss Methil	Anstruther (Pittenweem) Ceres (+ Pitscottie + Dairsie) Ladybank Leuchars (Balmullo) Newport (+ Gauldry) Newburgh Strathkinness 1 Strathkinness 2 Tayport 1 Tayport 2
2	**Parking**	East Wemyss	Anstruther (+ Cellardyke) Newport Springfield Tayport 1 Tayport 2
3	**Anti Social Behaviour/Youth Disorder**	Buckhaven 1 Buckhaven 2 East Wemyss	Newburgh
4	**Anti Social Use of Motor Vehicles**	Buckhaven 1 Buckhaven 2 Methil Methilhill	
5	**Dog Fouling**		Strathkinness 1 Strathkinness 2 Tayport 1 Tayport 2
6	**High Visibility patrols**		Leuchars Springfield
7	**Vandalism**	Methilhill	Ladybank
8	**Fly tipping**	Methil	

	UPDATED ON OR DISCUSSED, BUT NOT SET AS A PRIORITY	LEVENMOUTH	NORTH EAST FIFE
1	**Crime Figures or Local Crime Updates**	Buckhaven 1 Buckhaven 2 East Wemyss Leven Methil Methilhill	Anstruther Ladybank Newburgh Newport Springfield Strathkinness 1 Tayport 1 Tayport 2
2	**Drug Dealing**	Buckhaven 2 Methilhill	
3	**Speeding**		Springfield
4	**Community Speedwatch**	East Wemyss (explained why not happening in Levenmouth)	Ceres Springfield Strathkinness 1 Strathkinness 2
5	**Community Intelligence**	Buckhaven 1 Methil Methilhill	Ceres Newburgh
6	**Anti Social Behaviour/Youth Disorder**	Methilhill	Newburgh (four items)
7	**Reduction in Anti Social Behaviour/Youth Disorder in 2 years**	Methilhill	Strathkinness 2
8	**Anti Social Use of Motor Vehicles**	East Wemyss	Anstruther
9	**Vandalism**	Methil	
10	**Dog Fouling**	Methil	Newport
11	**Parking**	Leven Methilhill	Anstruther Ceres
12	**Under age Drinking**		Springfield
13	**Operation LASER**	Leven Methil Methilhill	Springfield
14	**Operation Nightlight**		Leuchars
15	**Youth initiatives/Revolution Bus**		Ceres Springfield Strathkinness 2
16	**The CEM as a force for good**		Springfield Strathkinness 2 (visiting officer)
17	**Lack of police presence**		Newport (visiting officer)
18	**Abstractions**		Springfield
19	**Bobbies on Buses (or Bikes)**	Buckhaven 1 Methilhill	Ladybank Strathkinness 2
20	**Use of Voting to Approve Priorities**		Newburgh Tayport 2
21	**Housing Police/"Scatter flats"**	Methilhill Leven	
22	**Reminder to consult web or email officer**		Ceres Newport Strathkinness 2 Tayport 1
23	**Advertising meeting via local newsletter**		Ceres Leuchars Strathkinness 1
24	**Littering**		Ceres
25	**Dates and Place of 2012 meetings (inc. discussion of rotating meetings)**	Methilhill	Ceres Springfield
26	**Gave handouts and/or Demonstrations**	East Wemyss	Ceres Springfield
27	**Guest speaker**		Ceres

Appendix 2C: List of Interviewees

Name (pseudonym)	Age range	Gender	No. of CEM meetings attended	Role in community	Case Study Site
Alison	Over 55	Female	Five or more	Regeneration project manager	Levenmouth
Stella	40-55	Female	Five or more	Resident	North East Fife
Heather	25-39	Female	Five or more	Community Council + others	North East Fife
Eric	Over 55	Male	Five or more	Fife Councillor	North East Fife
Barbara	Over 55	Female	Five or more	Community Council	North East Fife
Audrey	40-55	Female	Five or more	Community Council	North East Fife
Calum	Under 25	Male	One	Resident	Levenmouth
Norman	40-55	Male	Five or more	Resident + disability worker	Levenmouth
Ivy	40-55	Female	One	Resident	Levenmouth
John	Over 55	Male	One	Resident	Levenmouth
Justine	25-39	Female	One	Business person	Levenmouth

Appendix 2D: Media Monitoring

Newspapers and websites covering Levenmouth and North East Fife

There are four local papers within the two case study sites which are part of the Kirkcaldy-based Fife Free Press Group (published by Strachan & Livingston Ltd, a branch of the nationwide group of regional newspaper publishers, Johnston Press): *East Fife Mail, Fife Free Press, Fife Herald*, and the *St Andrews Citizen*. They share the *Fife Today* website (www.fifetoday.co.uk) with other newspapers in the Fife Free Press series. In addition there is also *The Courier*, published daily by DC Thomson in Dundee but with local Fife and East Fife editions.

The Fife Free Press is a weekly broadsheet newspaper with editorial offices in Kirkcaldy, sold in the central southern coast of around Kirkcaldy and including Wemyss. It comes out on Thursdays.
Website: http://www.fifetoday.co.uk/sectionhome.aspx?sectionID=4924

East Fife Mail
The *East Fife Mail* is a weekly tabloid newspaper with editorial offices are in Leven, sold in Leven and the nearby villages along the eastern part of Fife's south coast, including Pittenweem, Earlsferry and St Monans. It comes out on Wednesdays.
Website: http://www.fifetoday.co.uk/east-fife-mail-news

Fife Herald
The *Fife Herald* is a weekly tabloid newspaper with editorial offices are in Cupar, sold in the towns and villages of the North Fife coast along the Firth of Tay and St Andrews Bay, including Cupar, St Andrews, Auchtermuchty, Leuchars and Newburgh. (The St Andrews area has its own local sub-edition, the *St Andrews Citizen*). It comes out on Fridays.
Website: http://www.fifetoday.co.uk/sectionhome.aspx?sectionID=1020

The St Andrews Citizen
The St Andrews Citizen is a weekly tabloid newspaper sold in the St Andrews and surrounding parts of the north-eastern end of the Kingdom of Fife. It comes out on Fridays.
Website: http://www.fifetoday.co.uk/

The Courier

The Courier is a daily broadsheet newspaper published by D C Thomson from editorial offices in Dundee. It is sold from Monday to Saturday in Dundee and much of north-eastern Scotland and Fife. There are six editions: Early, Fife, North East Fife, Perth, Angus, Dundee.
Website: http://www.thecourier.co.uk/

Fife council website also publishes local news articles about the CEM: http://www.fifedirect.org.uk/

Community Websites and Newsletters

Balmullo Newsletter
http://www.issuu.com/balmullo
A monthly 32-page newsletter produced by the Community Council in print and distributed to 680 residents; it is also published online. The local officer's name and phone number are listed on page two along with that of the councillors, dog warden, etc. There is a considerable amount of local advertising and a half page 'What's On' section which does not mention the CEM meetings.

Smart Community Fife is a Howe of Fife website which contains one newsletter dated August 2010 from NE Fife officers plus dates for forthcoming meetings.
http://www.smartcommunityfife.org.uk/news/article/ne-fife-police-community-engagement-newsletter-aug/

Anstruther community website: www.anstruther.org.uk
What's On section.

Blebo Craigs community website: www.blebo.org
Has space for links on home page.

Cupar community council website: www.cuparcommunitycouncil.org.uk/
Has space for forthcoming events on home page.

Dairsie community website: www.dairsie.org.uk/index.php
Contains up to date local news and events section; under crime prevention includes email addresses of two officers and broken link to a newsletter from May 2007.

Leuchars community website: www.leuchars.org.uk
Local News and Upcoming events section.

Newport-on-Tay community website: www.newport-on-tay.com/community/com_home
Includes news and events sections.

St Andrews Community Council website: www.standrewscc.net
Includes stop press section.

Strathmiglo community website: http://strathmiglo.adsl24.co.uk/
Site under construction.

Tayport Ferryport-on-Craig community website: www.tayport.org.uk
Contains up to date local news and events section.

Press coverage

From online searches on 23 June 2011, 23 articles were found which mentioned the Community Engagement Model and/or meetings, dating from January 2009 to June 2011. Sixteen came from the *Fife Today* website, three from *The Courier* and four from *Fife Direct*. All articles were positive about the model, except one which included some criticism of police by local people, though not the model itself. Some referred to locations within Fife but outwith the case study sites; five specifically mentioned forthcoming meeting dates.

Article titles and locations

http://www.fifetoday.co.uk/news/local-headlines/gateside_pupils_slow_down_plea_to_drivers_1_1564452

Gateside pupils' 'slow down' plea to drivers

Published on Friday **8 April 2011** 08:00

http://www.fifetoday.co.uk/news/local-headlines/engaging_with_community_is_police_priority_1_1551141

Published on Friday **1 April 2011** 15:00

Engaging with community is police priority

http://www.fifetoday.co.uk/news/local-headlines/blow_whistle_on_pitch_vandals_1_1506421

Blow whistle on pitch vandals

Published on Thursday **10 March 2011** 09:02

http://www.thecourier.co.uk/News/Fife/article/9923/fife-constabulary-budget-outlines-loss-of-42-staff-posts.html

Fife Constabulary budget outlines loss of 42 staff posts

By Craig Smith Published in the Courier: **21.01.11**

http://www.thecourier.co.uk/News/Fife/article/9688/councillor-donald-lothian-hails-community-police-meetings.html

Councillor Donald Lothian hails community police meetings

By Craig Smith Published in the Courier: **17.01.11**

http://www.fifedirect.org.uk/news/index.cfm?fuseaction=news.display&objectid=515CB097-DC28-DA39-26CAD4D3EC1BEFEB

COMMUNITY ENGAGEMENT – NEWBURGH

Archived news: published on Tuesday **04 Jan 2011** by Fife Constabulary

http://www.thecourier.co.uk/News/Fife/article/5030/improving-crime-figures-hailed-by-fife-police-chief.html

Improving crime figures hailed by Fife police chief

By Craig Smith Published in the Courier: **13.09.10**

http://www.fifetoday.co.uk/news/local-headlines/on_the_beat_and_making_a_difference_1_161728

On the beat and making a difference

Published on Thursday **27 May 2010** 09:58

http://www.fifetoday.co.uk/news/local-headlines/police_patrols_reducing_anti_social_behaviour_in_north_east_fife_1_161708

Police patrols reducing anti-social behaviour in north east Fife

Published on Thursday **20 May 2010** 15:56

http://www.fifetoday.co.uk/news/local-headlines/police_tackle_menace_of_fife_boy_racers_1_163144

Police tackle menace of Fife 'boy racers'

Published on Thursday **6 May 2010** 13:39

http://www.fifetoday.co.uk/news/local-headlines/police_target_freuchie_in_anti_social_behaviour_crackdown_1_163106

Police target Freuchie in anti-social behaviour crackdown

Published on Thursday **29 April 2010** 13:59

http://www.fifetoday.co.uk/news/local-headlines/strathkinness_children_help_stop_speeding_1_163052

Strathkinness children help stop speeding

Published on Thursday **22 April 2010** 12:44

http://www.fifetoday.co.uk/news/local-headlines/threat_to_police_stations_as_fife_police_look_to_cut_costs_1_162991

Threat to police stations as Fife Police look to cut costs

Published on Thursday **8 April 2010** 15:53

http://www.fifetoday.co.uk/news/local-headlines/turning_back_the_clock_in_kirkcaldy_to_beat_fear_of_crime_1_162783

Turning back the clock in Kirkcaldy to beat fear of crime

Published on Thursday **4 March 2010** 09:55

http://www.fifetoday.co.uk/news/local-headlines/kirkcaldy_puts_bobbies_back_on_the_beat_1_161583

Kirkcaldy puts bobbies back on the beat

Published on Wednesday **27 January 2010** 17:06

http://www.fifedirect.org.uk/topics/index.cfm?fuseaction=features.display&subjectid=204D62AE-A91C-4D7C-A910EF4A1BE2CB9D&objectid=A1C3ED5D-B7C9-7C40-61C96DED7C8064D4

Have your say on key issues

Published: Monday **05 Jul 2010** by Fife Council

http://www.fifedirect.org.uk/news/index.cfm?fuseaction=news.display&objectid=ACA4AF0F-0796-BE4C-E45D16AE9724505B

Community Speed Watch Pilot – Cupar

Archived news: published on Wednesday **07 Jul 2010** by Fife Constabulary

http://www.fifetoday.co.uk/news/local-headlines/fife_now_safest_in_over_a_decade_1_162061

Fife now 'safest' in over a decade

Published on Thursday **22 July 2010** 11:37

http://www.fifetoday.co.uk/news/local-headlines/neighbours_from_hell_make_our_lives_a_misery_1_162306

Neighbours from hell make our lives a misery

Published on Thursday **26 August 2010** 11:09

http://www.fifetoday.co.uk/news/local-headlines/how_do_kids_get_hold_of_swords_1_268799

How do kids get hold of swords?

Published on Thursday **21 October 2010** 11:11

http://www.fifedirect.org.uk/news/index.cfm?fuseaction=news.display&objectid=1750330A-0D3A-DFCE-C16DC3F8565AF634

Fife Constabulary's Community Engagement Model

Archived news: published on Friday 24 Dec 2010 by Fife Constabulary

http://www.fifetoday.co.uk/news/local-headlines/levenmouth_police_praised_1_153567

Levenmouth police praised

Published on Tuesday **10 March 2009** 11:16

http://www.fifetoday.co.uk/news/local-headlines/police_intensify_public_links_1_153035

Police intensify public links

Published on Tuesday **6 January 2009** 11:21

Appendix 2E: The Questionnaire

The Scottish Institute for Policing Research

COMMUNITY PERCEPTIONS OF THE OPERATION AND IMPACT OF THE COMMUNITY ENGAGEMENT MODEL IN FIFE
Questionnaire for Community Engagement Meeting Attendees

Please take a moment to complete this questionnaire about community engagement meetings. The responses will be reported anonymously.
Thank you.

1. How did you first hear about the community engagement meetings?

☐ Local press   ☐ Leaflet through door   ☐ Leaflet picked up   ☐ Website

☐ From community police officer   ☐ Other: _____

2. How many meetings have you been to, including this one?

One	Two	Three	Four	Five or more
☐	☐	☐	☐	☐

3. Are you attending this meeting because:

☐ There's a particular issue that you need to raise or hear discussed?

☐ You are a local representative?

☐ You are interested to see what takes place in the community?

☐ Other: _____

4. Will you attend future engagement meetings?

☐ Yes, until the issue I am interested in is resolved   ☐ Yes, I will attend regularly

☐ Maybe occasionally   ☐ No

5. Has this or earlier meetings helped in any of the following? (Please give brief details if you wish):

	Yes	No	Don't know
Given you a better understanding of policing and crime in your area?			
_____	☐	☐	☐

	Yes	No	N/A
Enabled you to raise an issue that you were concerned about?			
_____	☐	☐	☐
Enabled you to receive feedback on a particular issue or concern?			
_____	☐	☐	☐

6. Do you have any suggestions for how these meetings could be improved? E.g.:

The frequency, timing, or location of meetings, community representation, police participation, other?

7. In order to help with the analysis of the data from the questionnaires it would be helpful if you could answer the following questions:

Are you: Male	Female	**Your age:**	Under 25	25-39	40-55	Over 55
☐	☐		☐	☐	☐	☐

Are you:

A local resident	A community representative	A local business person	Other
☐	☐	☐	☐

8. If you have any further comments about the meetings please add them here:

Thank you for completing the questionnaire.

The results will be used in a report which will be available for community members,

Fife Constabulary and other agencies interested in community policing.

Janine Hunter, Research Assistant, Scottish Institute for Policing Research, University of Dundee, Dundee DD1 4HN

T: 01382 388276 ▪ E: j.u.hunter@dundee.ac.uk ▪ www.sipr.ac.uk